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ABSTRACT

This document describes major changes that have occurred in the integration of young people into working life in Europe and suggests policy implications in this area. The following articles are included: "Interview" (H. C. Jones); "A European Cultural Policy to Prevail over a Rapidly Changing and Uncertain Environment" (Sergio Bruno); "The Single Market: A Common Policy on Education and Training" (Fernanda Reis); "European Cooperation on Policy Research in Vocational Training: The (European Community's) Petra Programme" (Kees Meijer); "Demographic Change and Employers' Response in Britain" (Norman Davis); "Formal Education, Informal Education and Training Activities in the Integration of Young People into Working Life" (Jordi Planas); and "The Construction of Youth Employment Markets by the Training Policies of the Federal Republic of Germany and France" (Sabine Erbes-Sequin). A list of sources for further information (organizations and publications) on the topics discussed in this issue completes the journal. (KC)

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Roads to an initial vocational qualification

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Dear Readers,

Since the 1970s, transition from school to work has been a research theme in its own right. CEDEFOP has contributed widely to that research, and for a long time this subject has been a priority for its own work programme.

Today, however, the many factors associated with integration into working life in the various countries are so interdependent that it is questionable as to whether transition should in fact be seen as a separate subject of research. In practical terms, young people as a group generate a variety of challenges associated with the production structure, an understanding of workplace dynamics, the process of socialization, the attitudes and responsibilities of those involved in upgrading human resources, the workings of the labour market, etc. New paradigms will have to be defined, fresh questions will have to be asked and methods and practices will have to be revised if there is to be effective, realistic intervention in the process of integration of young people into the working world.

It is with the aim of making a fresh contribution towards the analysis of this process that the Centre has decided to devote this issue of the bulletin to the theme of young people, despite its having already been covered in the past.

One of the first questions that arises is whether the term 'transition from school to work' can still be used, in the sense of a simple adjustment of young people working life, adapting training to the demands of the labour market.

Young people's attitudes and aspirations as far as work and training are concerned have altered profoundly over the past decade. Integration, it seems, should be regarded more as a process, an itinerary, with highly individual components and meanings. The diversification of possible paths in education and training itineraries is forcing individuals to try to find their way through an increasingly complex architecture of systems.

For this reason, special attention should be devoted to the individual itinerary, supplementing the traditional structural analyses that have been produced up to the present.

Another important aspect is that of the changing needs for skills, especially in relation to the demands dictated by the labour market. The traditional purpose of vocational training was to impart know-how and, at best, areas of knowledge associated with that know-how. Today that assumption is being questioned. While the average life of skills is shorter, a far broader corpus of useful knowledge has to be acquired so that people can adapt. This knowledge, however, is not necessarily acquired by superimposing more information on what is already known; furthermore, knowing 'what to do' now needs to be supplemented by knowing 'how to be'.

At a time when such terms as 'flexibility', 'multi-skilling' and 'transversal skills' are common currency, there is a need to define more clearly which factors in education and training will generate this new form of skills, and to take them into account when planning curricula at European level. There is also a need for people to know more about the training strategies which would be linked with the development of such skills.

It is also quite important today to analyse the implications of the demographic decline in the younger generation for the training and employment systems.

With the marked reduction in the numbers of young people in almost all Community countries, the employment and training systems may paradoxically become more competitive in the future. Paradoxically, because the market will increasingly need human resources with higher standards of skills. What strategies could be introduced to achieve a necessary compromise, promoting the permanence of both training and employment?

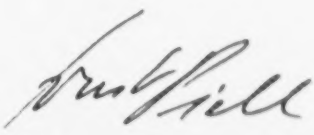
Equally important are questions of mobility, especially those associated with 1992. How is the problem of skills seen today in the context of a single European market? Is it possible and desirable to standardize the systems that produce skills? The reply seems self-evident: it would probably be Utopian to believe that systems generated by such widely differing economic, cultural and social conditions could be standardized.

There is still, however, a basic issue: how can we ensure that all individuals who have acquired their skills in a national context will enjoy equal opportunities on an international market? To what extent do such trends as Europeanization and decentralization/regionalization converge towards producing comparable standards of qualifications and training?

One last important question is the definition of the role and position of training in the process of integration of young people.

At political level, training has been perceived mainly as a device to reduce unemployment. The precise correlation between vocational training and the lessening of unemployment, however, has not yet been established. Although training does not solve the general problems of unemployment, it should be borne in mind that it is one factor in the mechanisms that have caused in unemployment, and that training is still an important criterion in recruitment, access to continuing training and internal and external mobility. We need to determine the true added value of training in the process of youth integration, and the role it plays in the set of policies dealing with the problems.

Our aim in this issue of *Vocational training* is to describe certain major changes that have occurred in the integration of young people into working life, both within Member States and at Community level, to stimulate further questioning through research and to shed fresh light on the implementation of policies in this field.



Ernst Piehl
Director of CEDEFOP

Interview for the CEDEFOP bulletin

H. C. Jones

1. First question:

How do you see the situation after 1 January 1993, and what effects will it have on Community policy? How can such widely differing national policies as those of the 12 Member States be harmonized? Twelve separate labour markets are to be merged into a single market, within which individuals having different skills acquired in different systems of education and training will in theory be in competition.

I feel that the issues should be considered in two ways: in terms of the free movement of workers, and in terms of the creation of a new skills space at European level. In my opinion, thought should be given to how the single market will affect not only people working in another Member State, those who are 'mobile', but also people for whom there is no question of mobility. Although there will still be competition between work-force categories, the most striking feature of the single market may be that matching the skills of individuals to the skills sought by employers will play an even bigger role in the operation of the European labour market, which is becoming a skills market.

This is why I think that, although free movement and mobility will still be an issue, they are only the tip of the iceberg. Other factors, such as the radical change in skills, partnerships between training systems and employers, the transnational spread of innovation and the growing quest for economic and social cohesion, may be more fundamental issues raised by the Single European Act.

H. C. Jones
Director, Task Force Human Resources, Education, Training and Youth

2. Second question:

The Community has in the past made many efforts to facilitate the transition between school and work, to ease young people's transition to working life and to combat youth unemployment. Today there is still no evidence of a direct link between vocational training on the one hand and the entry of young people into the work-force or a reduction in their unemployment on the other. In other words, it is fairly unlikely that training on its own will make young people more competitive on the labour market than other groups. Furthermore, the aspirations of young people as a group have changed considerably over the past few years, especially in the climate of job insecurity. How can the Community help its Member States to cope with this new situation?

The situation is changing rapidly in Europe due to demographic trends, and this will result in profound changes in the structure of the working population in the 1990s.

An ever smaller percentage of young people will be entering the work-force. We should also take into account the efforts that every Member State has been making to improve the average standard of education and training of young people over the past few years. The need to improve the quality of the initial education received by young people is no less urgent today; on the contrary, in view of the factors I have already mentioned, that need is growing. It is a field in which thought should be given to guidelines for future Community action.

The issue should be seen not so much as the growing competition between young people and adults, but rather as the measures adopted to ease the transition of young people to working life (Petra), under a global policy of enhancing the use of human resources, a policy affecting all categories of manpower.

The Community's aim, then, is to reinforce this trend and help young people to find a more direct, active role in European integration, particularly by improving their language skills and increasing exchanges.

Another aspect is that, with the changing demographic situation, we should be taking a closer look at the skills of the existing working population, the adult working population, as it will be our main source of expertise and innovation.

This is why in the years to come the Community will be giving very high priority to investment by employers in the provision of continuing training and to attaining the Social Charter objective that every worker in Europe should have access to continuing training.

It is clear that demographic changes and the creation of the single market will combine to increase the need for the whole working population to be trained to cope with continuing economic and technological change.

3. Third question:

The tendency observed in several countries to extend general education to a later age is perhaps an attempt to find a strategic response to the need to augment basic skills so that young people have the flexibility that employers will be looking for. Nevertheless, one of the key factors — the link between education and initial and continuing training — has still not been clarified. If we hope for a return on the strategic investment

in education and training, there is a greater need to reconsider the content of education. What is the Community's view?

A consensus is emerging; it will be impossible to achieve the economic and social objectives of 1992 without substantial investment in the creativity, adaptability and skills of European citizens. The main aim of Community action, therefore, is to develop education and access to training throughout a person's working life. It is not the Community's role to regulate the minimum content of education, nor to lay down standards, but rather to work for cooperation among systems and a greater number of training opportunities.

In educational terms, the idea that everything would be solved by accumulating academic knowledge acquired at school is outmoded. I share the view that training is a process of one stage after another, building up little by little; the ability to learn is just as important as the actual learning of subjects.

With regard to the opportunities to acquire training, European integration offers a unique prospect. Language barriers are coming down, and Europeans may be in a position to pick and choose what they need from a whole variety of training resources. I refer to the open-ended and distance training infrastructures being set up at European level, through which any citizen can gain access throughout Europe to the courses of his choice.

4. Fourth question:

The Communission has rightly realized that employers have been assuming a growing role in both initial and continuing training. How can allowance be made for different ways of helping employers in individual countries with their training problems, without distorting competition within the context of a single European market?

The Commission has given priority to forms of cooperation between employers and universities or training establishments and particularly to cooperation on the exchange and transfer of information and scientific knowledge.

This is the way in which training — the core of such cooperation and partnerships — will help to make all the undertakings associated with such processes more competitive.

In the same spirit, under the Force programme, which is aimed specificalls at employees, special measures will be taken to ensure that partnerships specifically suited to the needs of small and medium-sized enterprises can be set up and expanded.

I feel that access to training, supported by Community action, does not have the effect of distorting competition but, on the contrary, makes enterprises that provide training more competitive and permits the more general development of human resources in Europe.

Manfred VOLLMER

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A European cultural policy to prevail over a rapidly changing and uncertain environment

In parallel to the building of a market-based Europe and a European economic policy, the 10 years between now and the year 2000 will see the development of a European social policy and, in this framework, a European policy on human resources. If this social dimension of Europe fails to materialize, there are bound to be adverse consequences.

The price paid for economic and monetary union may well be growing inequality: the weakest people and regions could become even weaker (while the rich grow richer). Moreover, if economic and monetary union is dominated by the thinking of central banks and treasury ministers, standards of quality, safeguards and protection at the workplace are likely to fall.

In addition, there could be even greater and fiercer competition among undertakings and countries if the saftey valve provided by the exchange rate, which used to cushion the differences between institutions, customs and social policies, disappears.

The model towards which Europe is moving could be defined as federalist. But that prompts the question whether we are moving towards a US-type federalism with greater competition and little solidarity or towards the German type, in which social and cultural homogeneity is far more pronounced.

Sergio Bruno
Department of Economic Sciences, University of Rome

Jacobi/STERN

In the former case, the tendency would be towards greater competition between States, with all the inevitable erosion of living and working standards and little compensation in social terms. We know all too well that treasury experts and central bankers are not very sensitive to any other than strictly economic matters, nor do they show much understanding of the mechanisms and procedures for training and maintaining human resources.

There is much talk today of a 'European social space' and the definition of a system of rules and safeguards that will genuinely be applicable to all European countries. So different are these countries in their cultural, institutional and social make-up that the task will be highly complex and difficult. If economic union is geared to strong intra-European competition rather than strong intra-European cooperation to counterbalance competition from the two other economic forces, Japan and the United States, economic failure is highly likely.

Japan's economy is based on coordination and negotiation between firms which takes account of the quality of 'human capital'. The US economy, on the other hand, is based on a fiercely competitive domestic policy.

It is already clear that Japan is gaining ground on the United States in terms of commercial competitiveness; nevertheless, the United States may well fight back because it has large high-technology corporations and, at the same time, international dominance, leadership and power, enabling it to dictate the terms governing the flow of foreign trade.

In economic terms, Europe appears to be tending towards the American approach. Europe does not, however, have the same power as the United States at interna-

tional level and is therefore in no position to establish competitive relationships by the same methods. Nor does the Japanese approach, rooted as it is in cultural, social and political traditions far removed from those of European countries, offer an alternative model.

Our essential course of action, therefore, is to develop an original approach specifically geared to the European environment — probably that of making optimum use of human resources — and in the long term to direct our economic and social efforts towards this end.

The economists are well aware of the special features of Europe's competitive capacity. Suffice it to recall that over the last 15 to 20 years Europe's productivity rate has increased twice as fast as that of the United States. A key to understanding these differences and to explaining Europe's good performance in terms of productivity and competitive innovation is the broad variety of culture, the capital assets of European societies.

Instead of importing outside models and changing European philosophy, it would be better to re-establish the basis of this philosophy and relaunch it in new ways. The culture on which we have capitalized in recent decades is a worn-out legacy of an already outdated model rather than an effective adaptation to the challenges facing us today. The models which have been superimposed since the 1970s — recession, restructuring on old foundations hastily relaid to cope with the urgent demands of unemployment — have left us with too ambiguous a model, more of a hybrid.

The old model has not worn well in a world which, paradoxically, had become too shortsighted, too interested in quick profits to be able to respond to intense, aggressive competition. Unless there is a change of direction, it will be impossible to establish a coherent basis for the European policy on human resources, which should be defined and reappraised.

But on what basis can this policy be constructed?

■ The illusion that vocational training is the only direct means of alleviating unemployment, except in rare cases, should be dispelled. The fact is that, whereas vocational training is effective in increasing productivity, it may in certain circumstances reduce the demand for manpower since, when workers are more productive, fewer are needed to produce the same quantity of goods and services.

Does this mean that better training is not desirable? Certainly not, especially as it can in specific circumstances trigger off a process of development which may generate more employment.

But in that case thought will have to be given to all the environmental conditions conductive to the establishment of appropriate mechanisms for development; we shall also have to define what we mean by vocational training.

■ There are two types of training: one consists of learning to do things without raising one's level of culture, if culture is taken to mean the ability to understand who one is by dint of doing things, the ability to make a meaningful link for one's own and others' benefit between what one does and what one is in personal terms, and between what one does and what one might do in different environmental circumstances (which, moreover, one could help to bring about). The second type of training consists of learning to do things as a consequence, example and use of an enriched level of culture. Use of that culture would be enhanced by the individual's self-confidence as an active participant in his own work and society.

These two types of training are of course often confused. Nowadays the first type (the non-cultural and more short-sighted) is preferred to the second, receiving too much attention and too many human, material and financial resources, whereas the second is in danger of disappearing. If this trend is confirmed, it will inevitably help to create new inequalities. There is a risk of some people acquiring only abstract knowledge (which becomes increasingly abstract) while others acquire only practical knowledge, leaving them intellectually impoverished and vulnerable.

■ Most employers tend to look for well-educated and trained people (and to expect the State to fund their education and training). But what they really need are people with a broad education who can adapt quickly and easily to the demands that work makes upon them.

It would appear that the majority of firms try to employ people who are already skilled because they want to keep costs down, fearing that they would not be able to recoup any investment in training. If this reasoning were to be taken further and employers were able systematically to obtain those job skills ready-made on the market, there would be a risk of a two-way flow between firms and the market. The effects would probably be very negative: existing skills would be exploited until they were obsolete, and employers would then return to the marketplace to replace them. This strategy or relying on the market (or the State) is highly illusory.

If in fact the majority of employers stopped investing in their own human resources in the hope of finding ready-qualified manpower on the market, there would obviously be too few employer-trained people, and the few firms that did invest in training would stop doing so. This would lead to a structural rise in wages and salaries.

The State neither can nor should asume the task of meeting this demand for training from a large number of firms. It cannot do so because it cannot keep pace with employers' needs and it should not even if by chance it could, because the public sector's efforts must end before the point at which the training it provides becomes too specific, i. e. too narrow and focused on the requirements of one or two employers. Given the lack of forecasting ability and the uncertainty, the result would be either no movement at all by individuals, or wastage in the system.

On the contrary, the legal, financial and cultural conditions for negotiation need to be created: employers should take on the role of fine-tuning the training, while the State should specialize in the provision of training for broader cultural skills, including the ability to acquire specialized and specific knowledge and know-how.

Even this, however, would not be sufficient. The conditions should also be established for employers increasingly to address the problem of defining and actively determining the framework for the general and specific skills that will be needed or will, quite simply, be important. This process of reflection by employers should increasingly become one input in a collective strategy aimed at redefining a planned chance to strategies for developing knowledge and to education strategies in general, including the reform of training content and curricula.

■ Employers' responsibility for research on and predicting what knowledge will be required is all the more important given that, in an environment that is changing so rapidly in qualitative and structural rather than quantitative terms, there is a good deal of uncertainty and indecision about what lies ahead.

The 'possible future' is highly dependent on advanced knowledge and existing frontiers (and those in the process of being 'built') in academic disciplines and in the working world. The 'probable future' depends on the strategic measure which 'the agents of society' can adopt in the light of their understanding of the systems in which they are developing, the links between systems and their possible evolution and also the strategic options.

■ What is in fact being observed is a widening gap between the places and times at which knowledge is formed, how it is perceived by the system and is selected and developed for transfer into training, and how it is effectively conveyed.

In redefining a European policy on human resources, account will have to be taken of the emergence of certain new phenomena. Throughout this century we have experienced a series of revolutionary changes. Professor Burkart Lutz[1] has drawn attention to the disruption brought about by the disappearance from the labour market of a capital resource in the form of agricultural and craft workers, a 'traditional' cultural world in which the capacity to acquire knowledge, expertise and the art of living came spontaneously through immersion in a particular environment.

But other upheavals have taken place: after the end of the Second World War and for the first time in the history of mankind, there was such a protracted period of strong economic growth that economic cycles appeared not as the downside of development but merely as a weaker manifestation. After a short period in which governments temporarily believed they had the power to control blind market forces, it was the first time that the conditions and willingness existed for a true system of mass education to be established. The generation now being trained to enter the labour market is the first to consist of the sons and daughters of those who participated in mass education. We are in a sensitive transitional phase characterized by the fact that parents' education is probably not mature enough to fill the 'vacuum of tradition'.

These upheavals pose challenges which require effort and attention, since they carry the risk of further disruption.

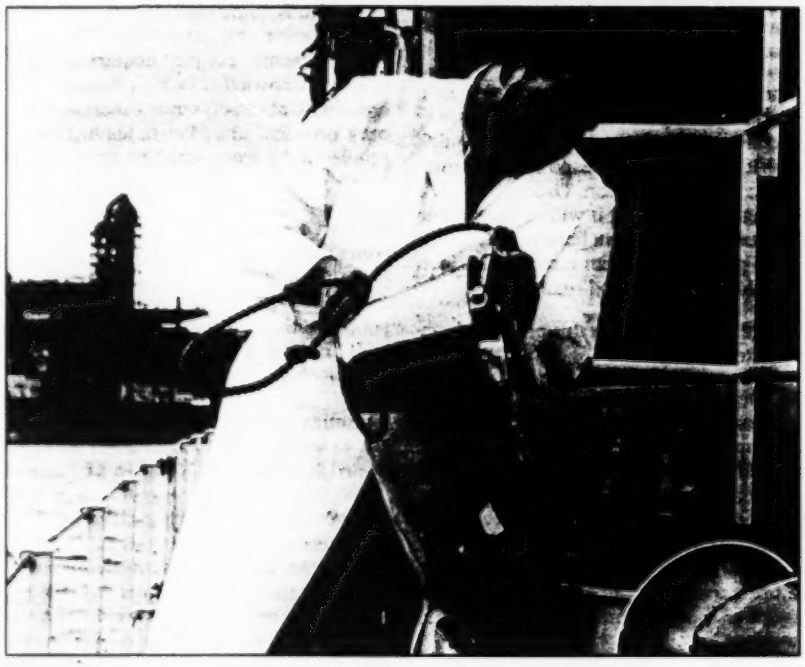
The first danger is the transition from a system of 'dualisms' compensated by hope to new dualisms without hope in an environment marked by frustration and anxiety, where no one knows where he may end up — a situation in which feelings of individual uncertainty and declining mobility within the system could prevail.

The second danger is the opposite of overly fierce competition, i. e. the weakening of solidarity (a danger probably heightened by the form the European integration process is now assuming).

The third danger is the growing dispersion, impoverishment and wastage of cultural assets.

These then are the challenges to be met if these dangers are to be prevented from materializing.

Manfred VOLLMER



Regina Bernes/LAIF

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Conclusions:

■ Employers must be forced or persuaded to invest more in educational training. To achieve this, and at the same time contribute to a process of systematic reflection on modern society's need for skills, employers themselves should carry out surveys and evaluate their own need for skills and know-how.

■ A Europe-wide structural review of curriculum content and hence of teaching strategies should be undertaken. In this connection, agencies should be established to provide a link between the analysis of the knowledge being built up at the highest level of our societies and the world of education.

■ Concurrently, there should be active consideration and reassessment of the skills needed and the strategies for transmitting these skills either to the education and training practitioners or to people at the workplace and in society. This would provide new motivation for the former and encourage the latter to engage in strategic thinking. This effort fits neatly withing a framework for European promotion and coordination: after serious consideration at Community level, it has to be decided what knowledge is to be dropped from the common-core curriculum, how some components of knowledge are to be 'compacted', what should be added and how. There is no point in making this effort in a single country or giving a single country the responsibility, without any overall coordination. This would also be a major opportunity for establishing, if not joint, then at least convergent, guidelines for a European cultural framework.

■ Young people must be prepared for the 'uncertainty' factor, either in the sense of accepting it conceptually and psychologically, or in the sense of learning how best to survive in an environment beset by 'uncertainty', whilst retaining control over their lives.

Wolfgang Steche/ULLSTEIN

At the same time, however, efforts should be made to offset the effects of this 'uncertainty' by using the tools provided by experience and by developing a climate of solidarity.

■ Lastly, much greater impetus needs to be given to job creation.

As a result of past upheavals and imbalances, our societies have been suffering from a *malaise* which has led to an inability to match untapped human resources to unmet demands. It is a disruption of our mechanisms of allocation and regulation, virtually unknown in other (albeit much poorer) societies. In peasant and feudal societies, there was far more poverty but almost no untapped resources. Everyone contributed to the extent of his ability, and every effort was made to share the fruits of these productive efforts right across the generations.

If we have untapped resources today, they must be put to use. The result would benefit society as a whole provided that the productivity from those resources is positive. But, even more important, far more serious damage would be avoided, such as *malaise*, frustration, lack of responsibility, lack of socialization of the young and the wastage of the human capital they represent.

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[1] Director of ISF in Munich (Institut für Sozialwissenschaftliche Forschung — Institute for Social Science Research).

The single market: A common policy on education and training?

Introduction

With the planned introduction of the single market in 1993, there will be a radical change in relations between the education and training system and the working world.

Instead of 12 separate labour markets, the plan is to form one market within which individuals with different qualifications acquired in different systems of education and training will in theory be in competition. Such competition has always existed, but from now on it will take on a different complexion.

Up to this time, the problem has mainly concerned the unskilled and those with an advanced level of training, and in neither case has the problem of the recognition of qualifications at European level arisen.

From 1993, at microeconomic level individuals will have to try to 'sell' their skill potential acquired in their own country on an international labour market. At macroeconomic level, skilled human resources will, depending on the context and objectives of national markets, be confronted by the context and aims of a common market.

It is evident that Member States' economic structures will be subject to the growing pressure of converging changes brought about by the single market; what may be less evident is that the same pressure will also be exerted on the skills demanded of workers, and there will be a need for solutions from both the initial and the continuing training systems. Even so, the adjustments will have to be made in the specific context of national training systems which, as we all know, are the product of centuries-old cultural, social and economic traditions.

Fernanda Reis,
responsible for CEDEFOP's project 'Training of trainers'

The basic issue, then, is how to prepare to meet the demands of a 'single labour market' while operating within the education and training structures specific to each Member State.

A comparison of systems clearly shows that standardization will not be achieved merely by virtue of a binding decision reached at supranational level. The role of each stream of training is too specific, as indeed is the role of each stream within the overall education and training system and the national labour market. The relationship between education and basic vocational training may also differ, with continuing training being assigned a different role in each particular case.

If, for example, the implementation of a common policy of promoting qualifications for young people assumes particular importance in ensuring that they can compete on domestic and international labour markets, there will have to be a common framework of strategic objectives into which those national diversities will have to fit if the policy is to work.

Above all, the common policy must be based on a clear awareness of national situations and the issues underlying those situations, together with a capacity for cultural and institutional adjustment within each country in the face of the proposed change in their education and training systems, particularly if that proposal entails importing outside models.

What is the status of education and training today? Are there 12 different policies on education and training?

To reply to this question, a detailed analysis would have to be made of quantitative and qualitative data on all systems of training and on vocational training in general and of the phenomena associated with those systems. The problems generated by the need for information, especially on vocational training, have not yet been solved at national and Community levels.

Despite this, we shall try to analyse some of the points of divergence and convergence of systems in different countries, drawing on the information available.

A — The differences

1. Percentage of young people in education and training systems, by age group

Petra's interim report (Brussels, December 1989) gives an overview of the percentage of young people in training in all the Member States.

This table shows the wide gaps between Community countries in terms of attendance of education and initial training. At the age of 15, the range is 56 to 100%; at 16, it is 48 to 94%. By the age of 18, the divergences are even more marked.

A closer look at the table also shows that the age at which compulsory school education ends differs widely from country to country in the Community. In some countries, this point occurs at 18 (in Belgium and the Federal Republic of Germany young people must undertake

Age	B	DK	D	GR	E	F	IRL	I	L	NL	P	UK
19		52	55			44				53		
18	69	67	81	44	44	63	58		51	71	28	34
17	82	75	96	58	54	87	72		63	87	39	60
16	92	90	99	76	60	96	91	75	70	97	47	85
15	96	91	100	79	76	93	93		74	99	56	100
14	100			100	90		99		78		61	
13					100			99			77	
12											86	

Notes:

The figures, especially on part-time training courses, are incomplete, and the percentages are an underestimate of the actual rates.

- Data relate to school year 1985/86, except for the UK (1986/87) and Italy and Portugal (1987/88).
- The age above the double line indicates the age at which full-time compulsory schooling ends.
- The age above the single line indicates the age at which part-time compulsory education/training ends.
- See Annex B to the Petra interim report for additional information and sources.

part-time vocational training up to the age of 18), while in others the minimum school-leaving age is about 14.

Although this table can be used to compare the percentages of young people in education and initial training, it does not give a breakdown of the various 'alternatives' provided in national systems, i.e.:

- education,
- full-time training,
- part-time training.

2. Breakdown of young people in education, full-time training and part-time training by age group

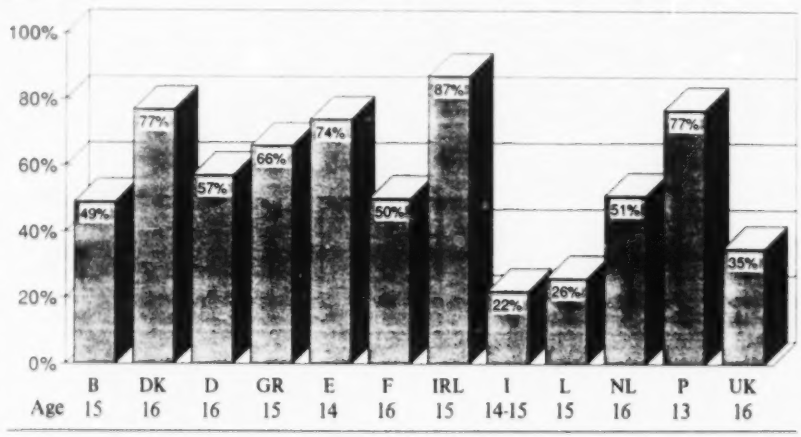
The diagrams that follow show this breakdown for the age group in which young people normally come to the end of their compulsory education and make their first choice of training streams. The diagrams have been drawn up in the light of the data given in the Petra interim report (Annex B). The data are for school year 1985/86, except for Italy, Portugal and the United Kingdom, which refer to 1987/88.

The disparities are obvious, and the effects on the qualifications attained are marked. These disparities also imply a different 'mental attitude' towards funding. The importance attached to each stream determines the share contributed by the public and private sector towards the financing of training, as well as arrangements for joint funding.

Nevertheless, final conclusions on youth qualifications cannot be drawn from these data unless the figures are considered together with those for continuing training. For example, a preliminary qualification is sometimes awarded in what may be termed continuing training rather than initial training.

Finally, this 'still photo' is not enough to understand the way in which young people actually use the three paths or the way in which they combine their training routes. Nor does it show the drop-out rates, i.e. the exclusions generated by the systems. For a retrospective 'film' rather than a snapshot of the routes taken by young people through the systems, and for an understanding of the widely differing ways in which young people acquire their first qualification, the only solution would be a 'flow analysis'. Flow analyses on education and training are still rare at European level, largely because of the great discrepancies that still exist among the information systems in Community countries. Recent CEDEFOP research, however, enables a preliminary comparison to be made of the flows of people in four countries where a good deal of information is available.

Education [1]



[1] Petra report: education grouping all types of educational provision not directly intended to prepare young people for a particular occupation. Some Member States (France, Ireland, Italy and the Netherlands) have included their tertiary-level technical education under this heading, in addition to academic upper-secondary courses.
The tables exclude evening courses of all kinds and job-specific in-company training courses, as well as courses offered by private, commercial training firms, for which reliable, comprehensive data are unfortunately not available.

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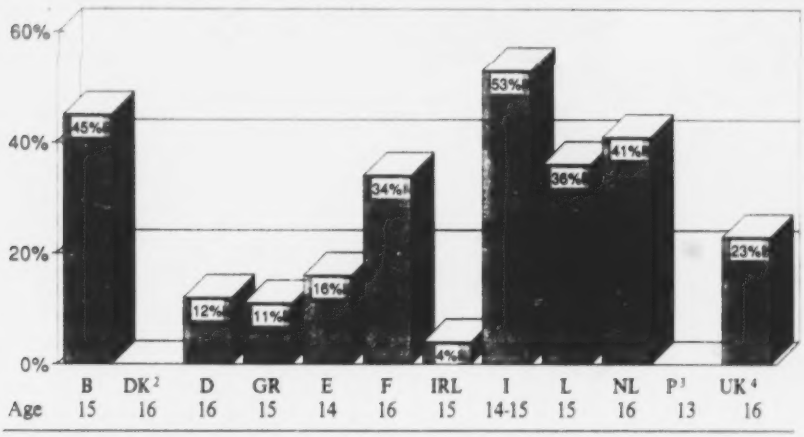
Full-time training [1]



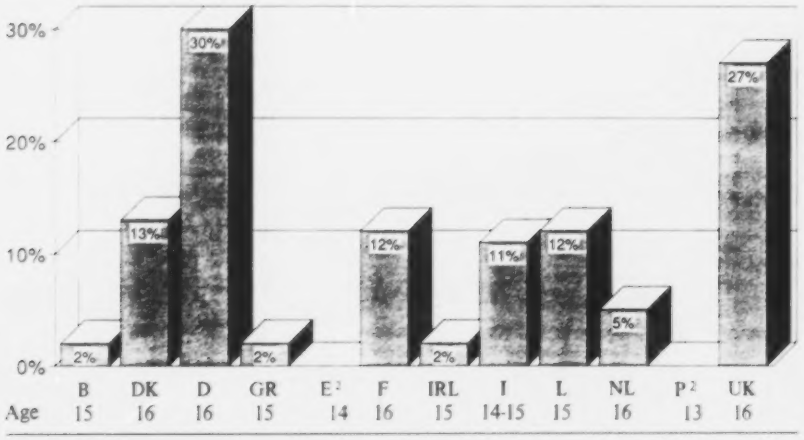
[1] Petra report: full-time training which, in addition to all wholly school-based provision, includes sandwich-type courses, in which young people retain their 'student' status but spend part of their time in a workplace.

[2] Denmark: almost all full-time training courses start at the age of 18 (Petra note).

[3] Portugal: figures not available (Petra note).

[4] Includes part-time private-sector further education provision, including employer-based training.

Part-time training [1]



[1] Two categories in the Petra report have been aggregated:

apprenticeship, classified as part-time training because only part of the training takes place in a training establishment and because the trainee often has employee status;

other part-time training courses, covering a wide range of courses: part-time (i.e. so organized that the student can engage in another activity), and courses lasting less than 12 months (although they may be full-time during the actual training period, as in the case of ESF-funded short courses.

[2] Spain and Portugal: category not applicable (Petra note).

3. Flows of young people entering initial training systems at about 16 — the cases of France, the United Kingdom, the Federal Republic of Germany and the Netherlands

■ In the Federal Republic of Germany some of the structured 'provision' of continuing training has been included in the diagram in black and white, since it has not been taken into account in the flow analysis.

■ In the analysis of the flows, 1979/80 has been chosen as the starting year so that we could follow an age group over the 10-year period during which initial training normally occurs.

■ No figures are available for the UK for the 1980 age group. Since the basic qualification system was substantially modified on the introduction of the Youth Training Scheme, this year was chosen for the presentation. Between 1980 and 1985 there was little change in the age group numbers.

These diagrams show the architecture of the training systems in four countries and the rate of entry of a given age group into the various streams of training. For the sake of comparison, the streams have been grouped in three main blocks:

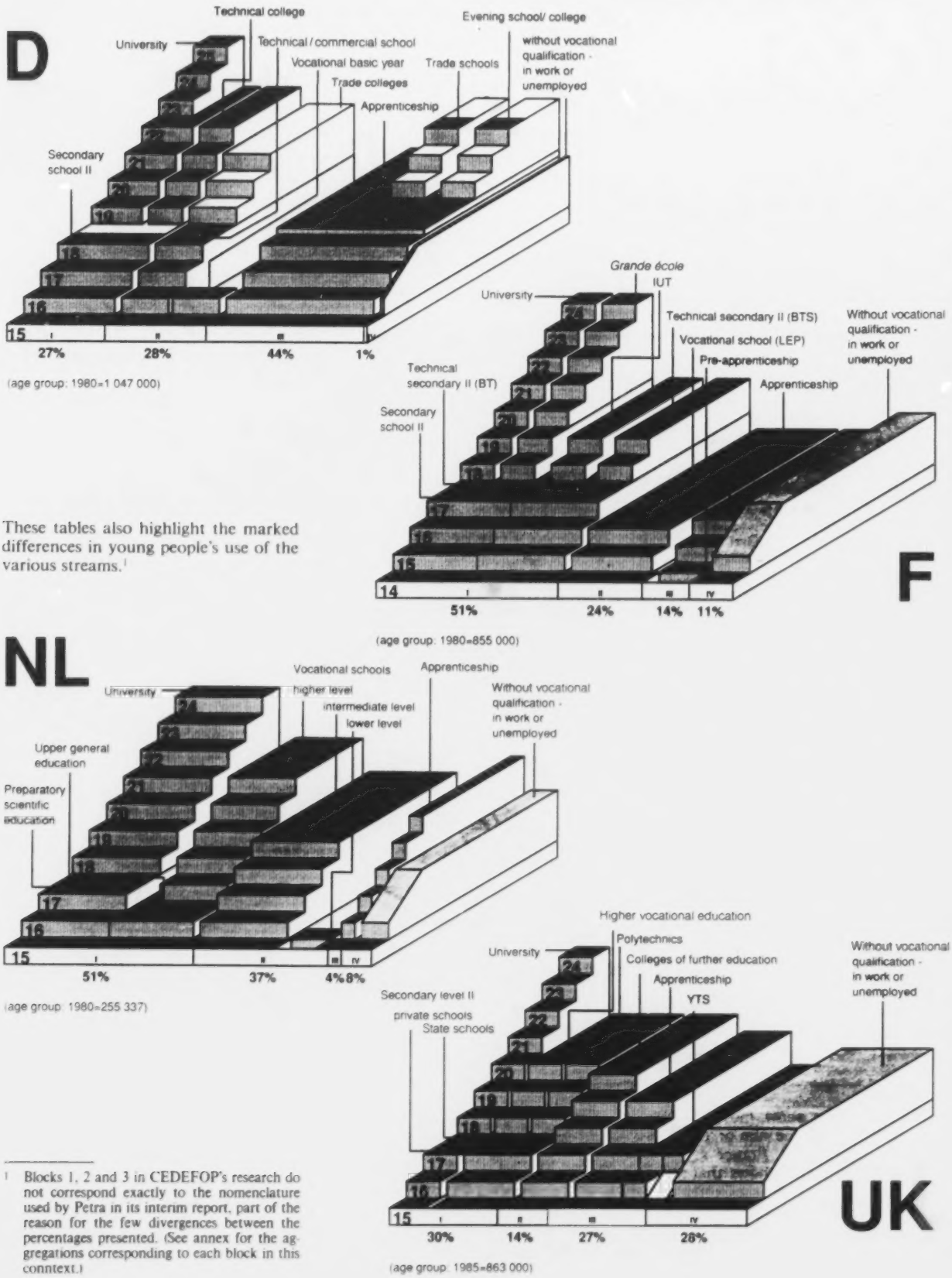
■ Block 1: General education, training leading of academic qualifications;

■ Block 2: Full-time vocational training;

■ Block 3: Alternance training.

Block 4 includes those young people entering the labour market without a recognized qualification.

It will be noted that there are considerable differences in the construction of initial training systems in individual countries. Comparing Block 2 in the UK and the Netherlands, for example, we find that there is no tradition of full-time vocational training schools in the United Kingdom; in practice the functions of such schools are to some extent performed by the further training institutes, which have traditionally been regarded as part of the continuing training system. In the Netherlands, on the other hand, there are full-time basic training schools, structured in such a way as to train people for different levels of qualifications within the initial training system.



These tables also highlight the marked differences in young people's use of the various streams.[1]

[1] Blocks 1, 2 and 3 in CEDEFOP's research do not correspond exactly to the nomenclature used by Petra in its interim report, part of the reason for the few divergences between the percentages presented. (See annex for the aggregations corresponding to each block in this conntext.)

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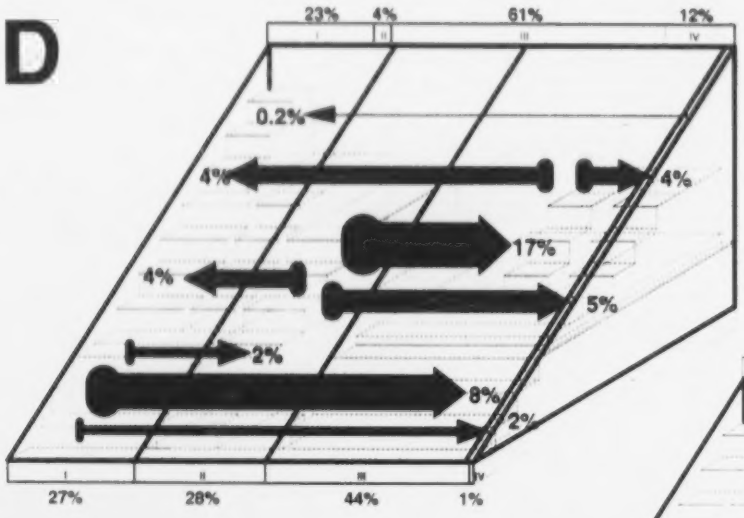
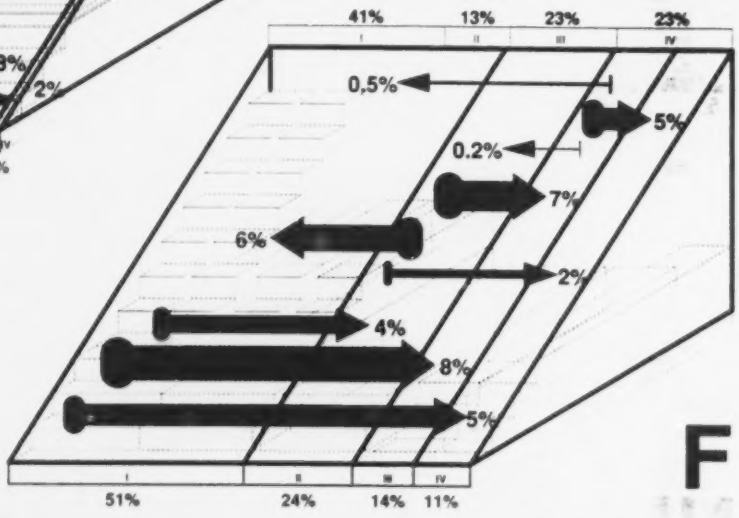
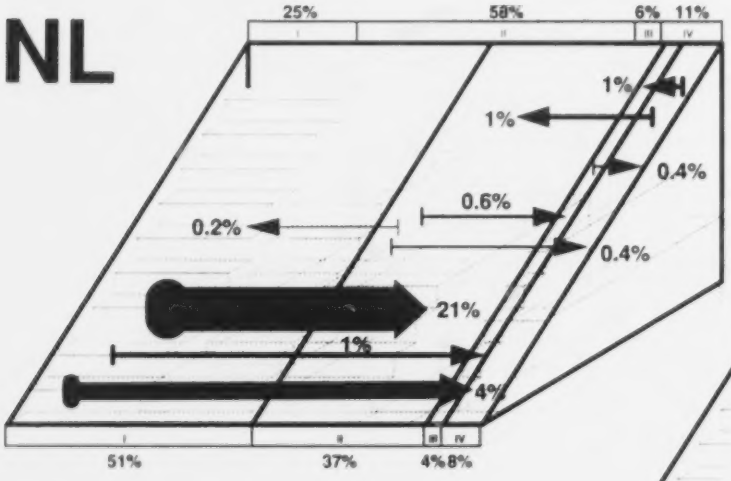


4. Flows of people moving between education and initial training systems between the ages of 15 and 25

■ The 'points' at which these flows occur are not positioned in relation to age, since the aim is to analyse the 'end product' of initial training systems in a given age group.





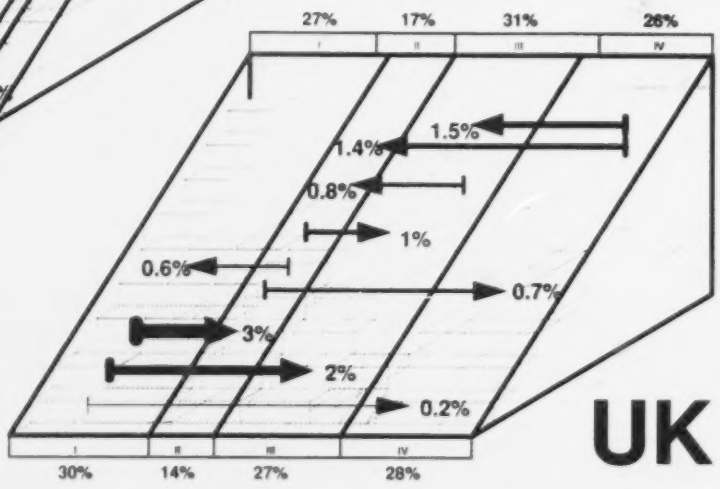
These diagrams show movements between blocks (i.e. the sum of 'flows'). A comparison between France and Germany, for example, shows that young people with their baccalaureate in France do not normally opt for alternance training, whereas a relatively large percentage of young people in Germany make this choice.

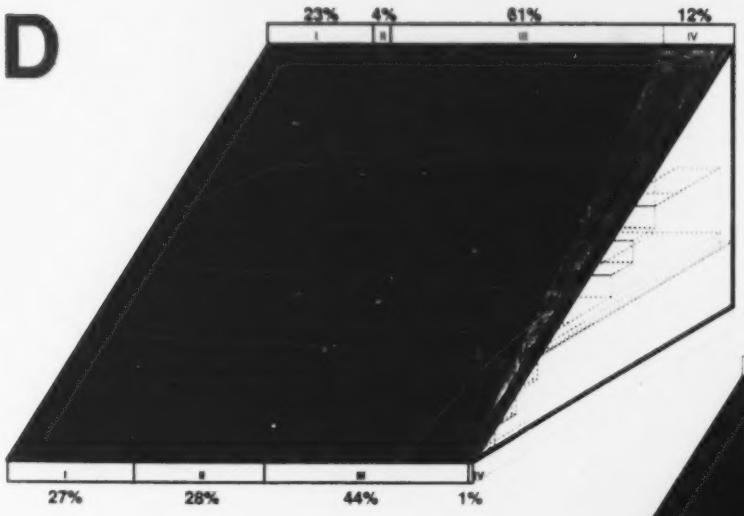
In interpreting the differences, it should be borne in mind that there are different attitudes to training and different approaches on the labour market to the use of the 'products' of the systems.

5. The effects in terms of qualifications

The different ways in which the systems are used and the routes taken by young people through the initial training systems, as evidenced by inter-block flows, generate different 'products' in the age group in question, in that the structure of their qualifications differs from the pattern that might be expected were the sole factor taken into account the percentage entries in each stream.

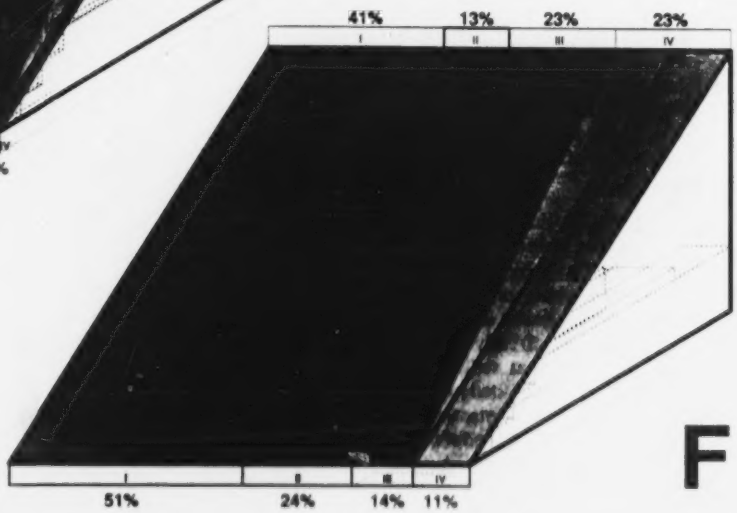
The following diagrams demonstrate the effects of these different 'itineraries' by

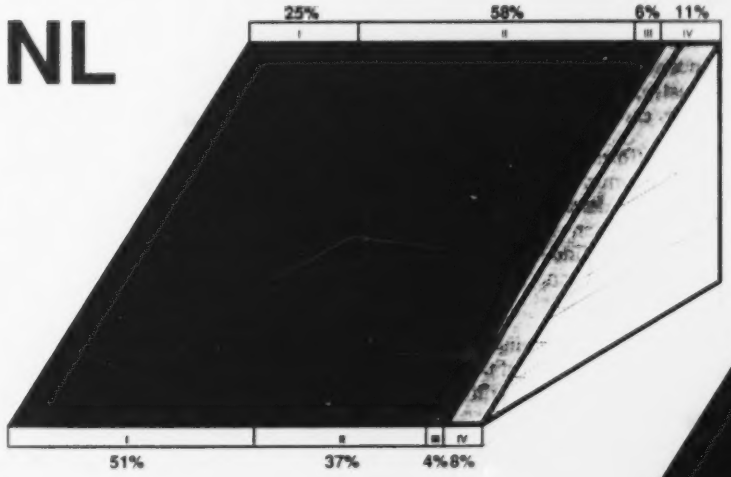




showing the differences between the percentage entering and emerging from each stream in a 'monitored' age group of 15 to 25 (a fictitious 'cohort').

■ Data on 'real cohorts' of 10 years for a given age group are not available in Member States. These diagrams are of 'fictitious cohorts' which have been formed on the basis of certain cohort data relating to the age group analyses, extra-





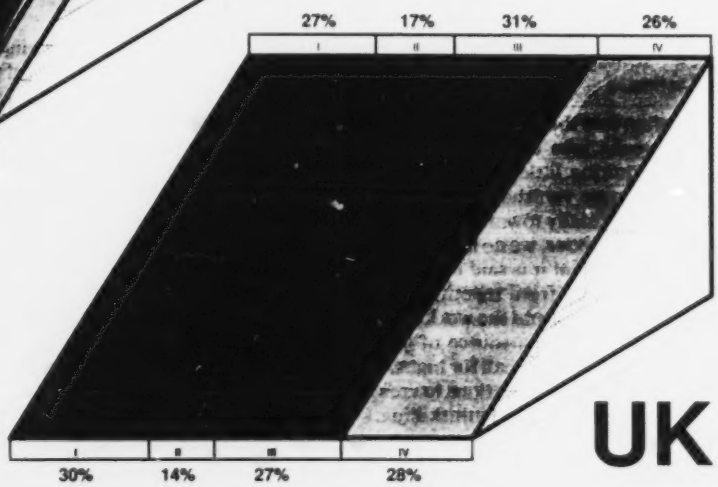
polations from figures for other age groups and calculations derived from available stock data.

Since each block should in theory be the basis for a structure of skill levels, this diagram can be used to ascertain the percentage of 'leavers' from each block, i.e. the percentage that should provide information on the structure of working population by skill levels.

B — Common features

Despite the disparities that will be noted in the architecture of the systems and in the ways young people use it, certain perceptible common objectives appear to exist in every country's policy.

□ In all Community countries, the aim of the education and basic training systems is to help the largest number of young people acquire the training they need to enter the working world, while at the same time meeting the needs of the economy. Evidence of this is the Member States' acceptance of Petra's recommendation that the aim should be at least one, two or more years of vocational training for all young people who want it.



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- All education and basic training systems offer three routes leading to young people's qualifications:
  - general educational streams, including university education leading to academic qualifications;
  - full-time vocational training streams;
  - alternance training streams.

- All systems offer provision for young people of about 15 of 16 to attend vocational training and to opt for one of the streams listed above, or to combine two or more streams. In countries where the minimum school-leaving age is still below 15, there is evidence of efforts to raise the age to 15.

The comparative data presented show that the starting points vary widely, undoubtedly posing problems in implementing a common policy on education and training. Nevertheless, it is vital to define this policy, as has already been stated, since the changes that will be brought about by the 1993 'extended market' pose the same challenges to national policies, and since the systems of education and training are required to bring coherent solutions to new needs for qualifications, even if those solutions may not always be the same.

1993: What are the challenges in the field of qualifications?

Renewal of the production paradigm

The climate of international competition is spurring companies on to constant efforts to innovate products, introduce new market strategies and increase production through the acquisition of new equipment and the implementation of new strategies of industrial rationalization.

It is often said that Taylorism, the system that breaks jobs down into low-skilled tasks requiring little training, is a phase that has now vanished. We seem to be moving gradually towards other forms of organizing labour; we do not know all the implications, but it is said that there will be a shift away from repetitive work to more skilled jobs, and the work situations themselves will be a source of learning. The new profiles will call for higher-level, broader-based qualifications to create far greater flexibility and multiskilling.

The question is whether the need to increase production and reduce costs which has induced employers to introduce new arrangements for production circuits might not lead to a new form of polarization, in that there would always be a temptation to use unskilled labour on the one hand and highly specialized manpower on the other.

If this happens, the issue of the training of human resources would be entirely dependent on different management strategies and the importance attached to skills under those strategies. Skills would in the end be bipolar, with workers being perceived either as a resource or as a constraint.

The risk of such logic prevailing on the market would be an increase in social marginalization and market segmentation (and the forms of under-employment that this segmentation might cause). That risk cannot be ignored. The introduction of an education/training policy — setting up a broad system of basic training accessible to all — is seen as resolving the conflict between a competitive market on the one hand and, on the other, a whole fragile social fabric that might be torn apart. The public sector and the unions have a vital regulatory role to play in ensuring that the principle of 'equal opportunities for all' is respected. It is in the architecture and operation of systems of education and training that the compromise must be reached: the involvement of all the people concerned, particularly the two sides of industry, in the search for such a compromise is essential.

Despite the efforts being made at national and Community level to involve all these people in determining and implementing education and training policies, however, we find that there will still have to be an additional investment.

So far the State has given priority to general education, relinquishing some of its responsibility for vocational training. Since companies have reached different stages of industrial development, their training needs are very diversified. For example, there are many different ways of introducing new technologies: the jobs may range from broader multiskilled to narrow specialization. The link between trends in the content of training and trends in the division of labour is not clear, and genuine difficulties arise in determining the objectives for education and training systems.

In vocational training, and particularly in the case of alternance training, employers decide almost exclusively on the content of training with a view to adapting the manpower they feel they need. The influence of State intervention has decreased both in the content of training and in the establishment of working standards (which raises the question of defining the training needed to reach those standards). The frontiers between in-company training and production are often hard to discern.

For their part, the unions are no longer able to monitor changes at the workplace and have — so far at least — accepted the cultural hegemony of employers in matters of training, concentrating their efforts on wages, social security and employment policies.

In this context it is clear that any definition of education and training policies will be particularly complex, and may well look to the shorter term, making it difficult to reconcile the various interests that exist: the economy, whose concerns are productivity and competitiveness; the State, which would basically like to see a genuine reduction in employment; and individuals, who would like to be more competitive on the labour market and improve the quality of their lives.

The average life of a skill is shorter

The structure of training systems is regarded as evolving in line with economic and social factors, but the content of training is none the less being called into question.

Education has of course always been faced with the need for new skills, but the problem today is the rate at which the stock of knowledge is increasing, thus shortening the average life of a skill. It has been estimated that the volume of what has to be learned doubles every seven years.

The problem, then, is how to equip individuals so that they can effectively cope with the pace of change — in other words, to ensure that individuals can remain as competitive on the labour market as before.

To avoid the risk of exclusion, Member States have adopted certain strategic measures, as testified by the raising of the minimum school-leaving age in almost every Member State and the spread of general education.

Raising the school-leaving age, however, should not be just an additional strategy of prolonging the period of compulsory education to keep pace with the steady increase in the volume of knowledge to be

acquired. If individuals are to be provided with a fairly broad education and training base so that they can cope with the changing trends in economic and social situations, this education and training must promote the ability to think in the abstract, to understand a process and to develop the capacity to adapt and expand the knowledge acquired to various practical situations; it should also promote access to information.

However that may be, according to prediction of the changes that may follow 1993 in Europe, it is essential at Community level, especially for basic education, to come to an agreement on a stock of useful knowledge, specifying what must be retained, what could be ignored and what should be developed.

The individual's responsibility for the management of this own route to qualifications (especially in continuing training) is growing. It is the individual who is the first to know the extent to which he is suffering from a deficit in his stock of knowledge by comparison with the requirements of this situation. The development of the individual's autonomy in the management of his learning process is a factor in his individual development, and it is equally a factor in the development of a company's capital of human resources. This question warrants further efforts to increase employer awareness.

The provision of training would then have to be adapted to particular situations through diversification of the choice of possible options, through greater flexibility in the content and organization of training.

The decentralization of training that is to be found in almost every Member State may be one significant solution.

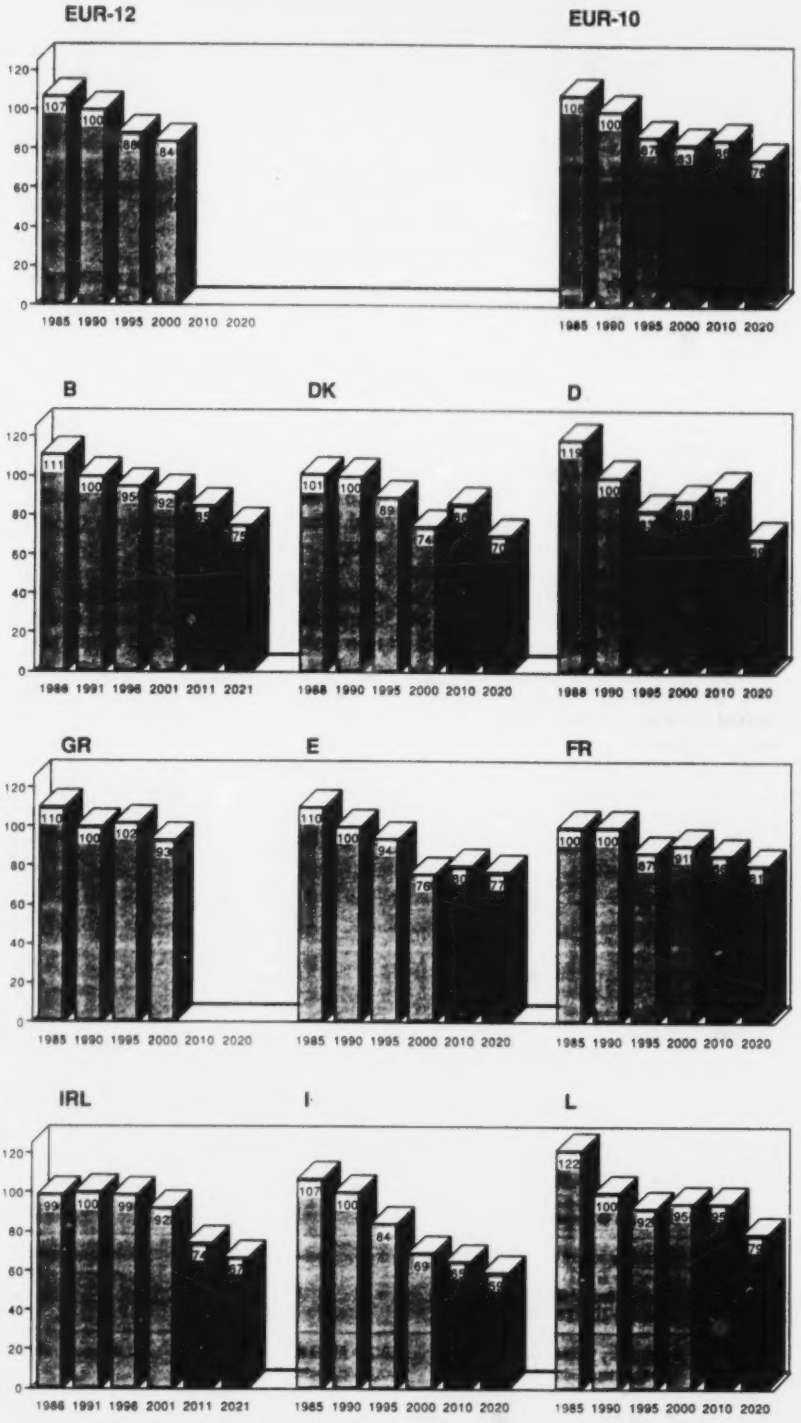
A new interdependence and sequence in time, another type of combination between the educational systems and in-company training, still need to be established. What also need to be determined are the relative scope and capacity of the various systems of education and (initial and continuing) training and the different people involved, in order to produce the new skills associated with general and with specialist knowledge. The tables above show how different are the policies adopted by Member States in this respect.

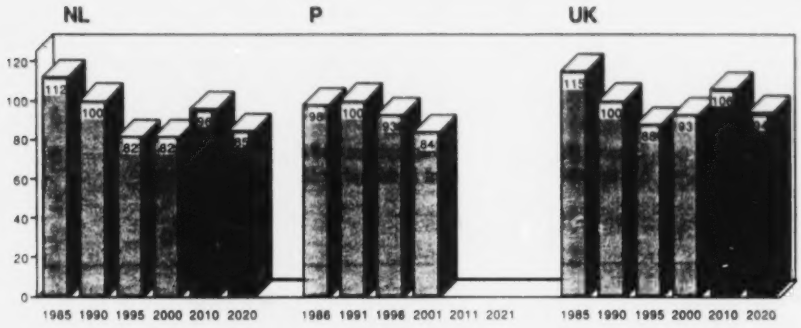
Demographic change

In almost every Member State the demographic decline is gathering pace, in some cases to a dramatic degree, as eloquently testified by the following diagrams from the Petra report.

The lack of young resources on the labour market will probably have the medium-term effect of reducing

Table 1
Size of the 15-19 age group between 1985 and 2020 in the European Community and in Member States (1990 = 100)





Notes:
- *Source:* Demographic statistics, Eurostat, 1989.
- The percentages for 2010 and 2020 are projections; for the assumptions used, see above source document.
- EUR 10 does include Greece and Portugal, for which no projections are available.

unemployment in this group. This forecast, which may generate a measure of optimism, may also create some anxiety about young people's skills.

Although it might be thought that fewer young people are bound to result in more highly-qualified young people, in that the available resources in family and public budgets will be shared among fewer people, several questions should be asked.

If it is assumed that more advanced basic skills will be necessary in the future, a significant decrease in the group of young people will challenge the selectivity of certain systems and their traditional 'production' of dropouts, since a growing number of young skilled people must be absorbed by the labour market. To avoid lowering skill levels, the systems will probably be forced both to increase the duration of training so as to promote more equal opportunities and to revise training strategies (teaching methods and resources), which inherently lead to exclusions.

This implies a significant investment in the training of teachers and trainers who contribute to the architecture and running of systems, especially as it is known that these people are already having to face questions about what they are doing and what they are passing on to young people.

Another question raised by the demographic problem is that of competition between training and employment possibly resulting from a decrease in the number of young people available on the market. In certain training systems we already face the difficulty of persuading young people to remain in training; in the future, if the pressure from employers increases, an additional effort will have to be envisaged in terms of value added to ensure that these young people do not leave training, lured by the possibility of finding immediate employment.

Once again, commitment in principle of all the people involved is a vital factor. Faced with these changes, the challenges facing national policies on education and initial training are considerable and will not be easy to meet — not only because of the continuing wide divergences among countries but also because of the disparity among regions within almost all the Community countries, young people usually being the hardest hit.

The challenges to Community policy in this area are no less serious. It is expected to ensure that national policies converge while reinforcing economic and social cohesion and reducing gaps between individuals, regions and countries.

This policy is highly complex — first of all, because it requires a reference policy as regards the architecture of systems and the nature of the content of training and education; secondly, because diversified strategies that respect the differences will have to be defined; finally, because it has to represent a compromise of apparently diverging interests.

At all events, this policy must certainly be based on a long-term strategic plan, and in the short term it must gradually reshape tactical training.

Finally, the importance of the social dialogue is reflected in the management of change at the regional, national and Community levels, for no change can be made without the effective support of all the parties concerned: individuals, employers and training establishments.

	Block I	Block II	Block III	Block IV
D	Secondary school II University ● Teacher training colleges ● Technical colleges	Technical school ● Commercial schools ● Vocational basic year (full-time school)	Apprenticeship	Working or unemployed without work qualifications
UK	Secondary level II (State/private) ● University ● Higher vocational education ● Polytechnics	Colleges of further education	Apprenticeship/YTS	Working or unemployed without work qualifications
F	Secondary school II ● Technical secondary II (BT) University 'Grandes écoles' ● IUT ● Technical secondary II (BTS)	Vocational schools (LEP)	Pre-apprenticeship Apprenticeship	In work or unemployed without vocational qualification
NL	Preparatory scientific education ● Upper general education ● University	LBO ● MPO ● NBO (vocational schools)	Apprenticeship	In work or unemployed without vocational qualification

European cooperation on policy research in vocational training: the (European Community's) Petra programme

In the 1990s the systems for initial vocational training in the Member States of the European Community will be confronted with a series of common challenges. They will have to respond to, for example:

■ A growing demand on the labour market for young people with a higher level of general and technical skills. Only with better qualifications will young people be able to meet the rapidly changing requirements of industry, caused by the introduction of new management and production processes and the fast penetration of new technologies. Only with such a labour force will Europe be able to make the most of the single market's opportunities and continue to compete on global markets.

■ The need to prepare young people to enter a more European labour market. Only if enough attention is paid to informing young people during their initial training about opportunities in the European Community and enhancing their communication skills — in different languages — will they be in a position to benefit fully from '1992'. Guidance in vocational training institutions will have to be improved.

Kees Meijer
Coordinator, research component of the EC Petra programme, Institute for Social and Behavioural Studies, Nijmegen, Netherlands

■ Growing competition from both general education and the labour market, for the diminishing number of young people. Most Member States are already experiencing a dramatic decline in the numbers of young people of training age, after big increases in the 1970s and early 1980s. The result is that whereas in 1990 in the Community there will be 23.4 million 15 to 19-year-olds, this will have gone down to 20.5 million in 1995, a fall of 12.3%. Put another way, for every 100 young people in this age range in 1990, there will be 88 in 1995, and 84 in the year 2000.

Only if taking up initial vocational training is regarded by young people as a valuable investment in both their personal, and our common, future, will training systems be able to counter the financial and other temptations of entering employment at the first opportunity. This implies that efforts will have to be made both to raise the status of vocational training and also to provide training courses suitable for the whole ability range, i.e. custom-made courses for unmotivated, unqualified, drop-outs and also for highly skilled, motivated young people. It also means that action will have to be taken to increase the participation of girls in technical and scientific courses.

Responses at national and Community level

These challenges are, of course, not all new: Member States are already doing a lot to tackle them. A recent analysis [1] has shown that they are engaged in various types of review or reform process which can be grouped under the following headings:

■ raising the status of vocational training;

■ adapting content and methods to new needs;

■ increasing the coherence and flexibility of training;

■ developing cooperation between providers of training;

■ strengthening apprenticeship/work-based systems;

■ improving vocational guidance;

■ training more girls in technical and scientific fields;

■ providing special programmes for disadvantaged young people and disadvantaged areas.

The Member States are also engaged in an action programme at European level. On 1 December 1987, the Council agreed a Decision on 'the vocational training of young people and their preparation for adult and working life' under which the Commission set up in 1988 a five-year action programme, entitled Petra, to stimulate and reinforce policy-related development work within and between Member States.

In the words of the Decision, such a programme should be designed:

■ to support the policies and activities of the Member States aimed at ensuring that 'all young people in the Community who so wish receive one year's, or if possible, two or more years' vocational training, in addition to their full-time compulsory education', and

1 Initial training — towards 1992: A review of progress in the European Community action programme Petra for the vocational training of young people and their preparation for adult and working life.
Petra Technical Support Unit, Brussels, January 1990.

■ to add 'a Community dimension to the design and implementation of vocational training policies in the Member States'.

The Petra programme is made up of four action areas.

A: a European network of training partnerships;

B: youth initiative projects;

C: exchanges of vocational training specialists;

D: cooperation in research on vocational training.

Jürgen Bindrum/LAIF

A group of national policy coordinators (NPCs), i.e. senior officials from education and employment ministries, were appointed by national authorities to assist the Commission in the implementation of Petra.

The Commission also arranged for technical support for the programme to be provided by two external independent applied research institutes: Ifaplan (based in Brussels and Cologne) for the practical activities, with the exception of the exchanges of vocational training specialists (area C), for which the European Centre for the Development of Vocational Training (CEDEFOP) in Berlin was already responsible; and the Instituut voor Toegepaste Sociale Wetenschappen (ITS), based in Brussels and Nijmegen, in regard to collaboration on research (area D).
The Commission has provided for a programme assistant in each Member State for technical support (in some cases, several assistants, usually part-time).

Partnership is the core concept of Petra. The programme places emphasis on the importance of partnership at two levels:

■ at national, regional and local level, partnership to mobilize the collective resources of the public, private and voluntary sectors so as to develop a cooperative or integrated approach to vocational education, training and counselling for young people and to promote a climate for effective partnership between the agencies, including research institutes, concerned;

■ at European level, partnership designed to develop various forms of transnational cooperation between training institutions (area A), young people (area B) and research institutes (area D).

The following sections provide a brief overview of the activities on networking areas, training partnerships, and promoting youth initiative projects, which sets the context for the account (in Part C below) of research cooperation.

A: The European network of training initiatives

To add a European dimension to national policies for initial training, use is being made of a European network of training partnerships designed to stimulate the development of new forms of training and European cooperation. The network provides a framework for linking innovative projects which are responding, at national, regional or local level, to changing policy needs, and which can be seen as potential examples of new approaches or good practice in initial training, and therefore likely to contribute to the development of the mainstream system in a Member State.

Since few such national projects are already familiar with the training system and institutions in other Member States, a two-stage process was devised to help them set up partnerships at European level.

First, national authorities were invited by the Commission to nominate suitable initial training projects; i.e. projects which were relevant to the priorities for national training policies set out in the Decision of 1 December 1987. In 1988, 154 projects were nominated; in 1990, 90 projects.

Secondly, projects received a directory with information about the projects so nominated. They were then invited to take part in contact workshops as an opportunity to identify potential partners, and received some resources (a grant of up to ECU 10 000) to contact and visit them. By the end of 1989 these contacts had resulted in 134 partnerships being formed (involving the 154 1988-projects).

The ***policy areas*** in which the 134 partnerships have been set up can be summarized as follows:

■ training linked to local economic development, the use of education for enterprise and 'mini-companies';

■ the development of alternance-based training, and new courses with substantial work experience components;

■ the establishment of new types of vocational school, and courses involving new training-providers and new job profiles;

■ developing the use of new teaching methods including using new technology, and the use of modular units, and individualized training;

■ improving guidance services;

■ training to meet the needs of disadvantaged young people, and disadvantaged areas; and

■ support for the training of girls in technical and scientific fields.

The main ***cooperation activities*** in the partnerships involve:

1. jointly planning and running courses, producing material, or developing certificates of a European character;

2. adapting the content, methods and certification of existing training, to fit the new European context;

3. exchanging or transferring material, teaching methods, students or staff.

Of the 134 partnerships, some 30 (involving over 60 projects) are involved in developing joint training modules; about 15 are developing computer software, to be used in two or more Member States. 61 partnerships, with projects in all Member States but one, are organizing exchanges of teachers and/or trainers; 33 (over 80 projects) involve exchanges of trainees between training institutions, while 10 involve work experience placements in firms in other countries.

This is only a very preliminary picture of these activities and intentions. The 1988-projects have started their partnerships in August 1989, and their funding will continue, in principle, up to August 1991.

B: The youth initiative projects

One of the most innovative and original developments in the programme are the youth initiative projects, projects where young people themselves play a key role in the planning, organization and implementation of activities which contribute, in various ways, to their training.

Since 1988 almost 400 projects were offered a small non-renewable grant (up to ECU 10 000), valid for one year. Though these projects are difficult to classify, a broad theme related classification looks as follows: employment creation (10%), initial training (47%), youth information (36%) and involvement of disadvantaged young people (7%).

In 1990, 18 projects have been chosen to take part in a two-year transnational evaluation of the youth initiative approach, developing and studying its impact and potential value in different thematic areas. The themes on which these YIP partnerships will work concern the contribution which youth initiative projects can make to: young people's awareness of, and involvement in '1992'; developing enterprise among young people; and improving guidance and information services for young people.

C: Exchanges of vocational training specialists

CEDEFOP, the European Centre for the Development of Vocational Training is responsible for the European Community study visit programme for vocational training specialists. In response to the launching of Petra, the national liaison officials responsible for running the study visit programme agreed in January 1989 to include 'youth training aimed at innovation and employment' as a priority theme for study visits in 1990. This will provide further opportunities for transnational contact in the initial training field, extending those available elsewhere under Petra.

D: Cooperation in research on vocational training

The purpose of the research component of the Petra programme is similar to that of the other action areas: to contribute to the improvement of vocational training. Research is one of the means which policy-makers have at their disposal to improve the quality of training and obtain better value for money. The results of different types of research (e.g. needs assessment studies, feasibility studies, implementation studies, evaluation and trend studies) can, and do, play an important role in policy development.

The main aim of the Petra research component is to add a European dimension to national processes, by providing opportunities to research institutes in Member States to participate in Community-wide studies on vocational training issues which are of transnational importance.

Adding such a European dimension to national research efforts, e.g. by setting up research partnerships, will contribute to the achievement of a number of objectives. It will help:

- to create opportunities to improve the design of studies and to assess outcomes of national studies in a European context. Expertise on the design and implementation of research projects and on the analysis and the evaluation of their results, will be pooled in order to improve the quality of the studies and thereby increase their value.

- to develop models for transnational cooperation in research on training.

Institutes taking part in research partnerships have opportunities to jointly develop, plan and implement small research actions, to be incorporated into on going studies carried out by each institute. The aim is to develop and review a series of effective cooperation models which will be useful to other research institutes and encourage them to set up their own partnerships.

- to encourage Member States to work together on identifying research issues and setting priorities within the field of training.

'1992' will have major implications for all involved in research. It is therefore very important that consultation should take place between those national authorities which are responsible for establishing research priorities. The research strand will assist this cooperation with the aim of avoiding duplication and helping to create a common research framework in the field of vocational training.

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Three main methods are used to achieve these objectives: 1. setting up a network of research partnerships; 2. carrying out Commission initiated state-of-the-art reviews; and 3. actions to enhance consultation between national authorities responsible for planning research on training issues.

The themes of the Petra research component

Themes	Institutes	Partnerships
1. National and European-level responses to changing needs for vocational skills	12	*
2. Approaches to monitoring participation trends in vocational training	12	8
3. The improvement of post-compulsory, pre-vocational training	8	5
4. Improving the training of trainers	7	3
5. New models of vocational guidance	3	1

* Non-applicable

D-1: The network of research partnerships

Establishing this network involved a three-stage process. In the first phase (January-April 1989) research themes were chosen for the launching stage of the research component (see box 1). The choice of the five themes was based on an analysis made of the requirements of the Council Decision in relation to research (box 1, themes 1 and 2) and the priorities of the projects participating in the European network of training partnerships (themes 3 to 5; see also the list above of the policy areas on which the training partnerships are working).

The latter choice ensured links between the two strands of the Petra programme and created conditions for mutual support and cooperation.

In the second stage (April-September 1989), national policy coordinators were invited to nominate a limited number of Research institutes which were interested in participating in the research strand and which were regarded as one of the leading national institutes on a specific theme. Member States nominated 30 research institutes for themes 2 to 5.

Each participating institute received a small grant from the Commission. The resources only cover the costs incurred in preparing and carrying out cooperative action. The costs of national projects have to be covered by national-level sources.

In the third stage (which started November 1989), these institutes had to set up research partnerships. This implied that they had to indentify one or more institutes, working on the same subject, and interested in planning and implementing joint action. To support the institutes the Research Support Unit published a *Research strand institute directory* and invited the institutes to a contact workshop, which was held in Rotterdam in November 1989.
As a result of the discussions which started at the workshop, and were followed up by bilateral and multilateral meetings almost all institutes have succeeded in signing one or more research partnership agreements.

Agreements on theme 2

Methods of monitoring participation in vocational training

This theme is important as, in recent years, initial training has become more diverse in the type, length and level of courses offered. In addition to mainstream vocational training normally offered at the end of general education, most Member States have introduced special youth training provision, often for drop-outs or low-achievers. The introduction of modular elements in training programmes has also increased the choices available. Training authorities need to have an overview of the level of participation in, and effectiveness of, the different options.

All Member States have nominated a research institute for this theme. Eight partnerships have been agreed so far, involving all institutes, except one.
In the context to the partnership agreements institutes have agreed to cooperate on, *inter alia*, the following issues:

- a comparative analysis of the number of young people not entering or dropping out of vocational training and of their reasons for doing so;
- a comparative analysis of the labour market career of young education and training leavers;
- a project on the possibilities of adapting a statistical labour market model developed in one Member State to the requirements of other Member States;
- a study, involving four countries, to develop criteria to assess the value of models to forecast skills needs on the labour market.

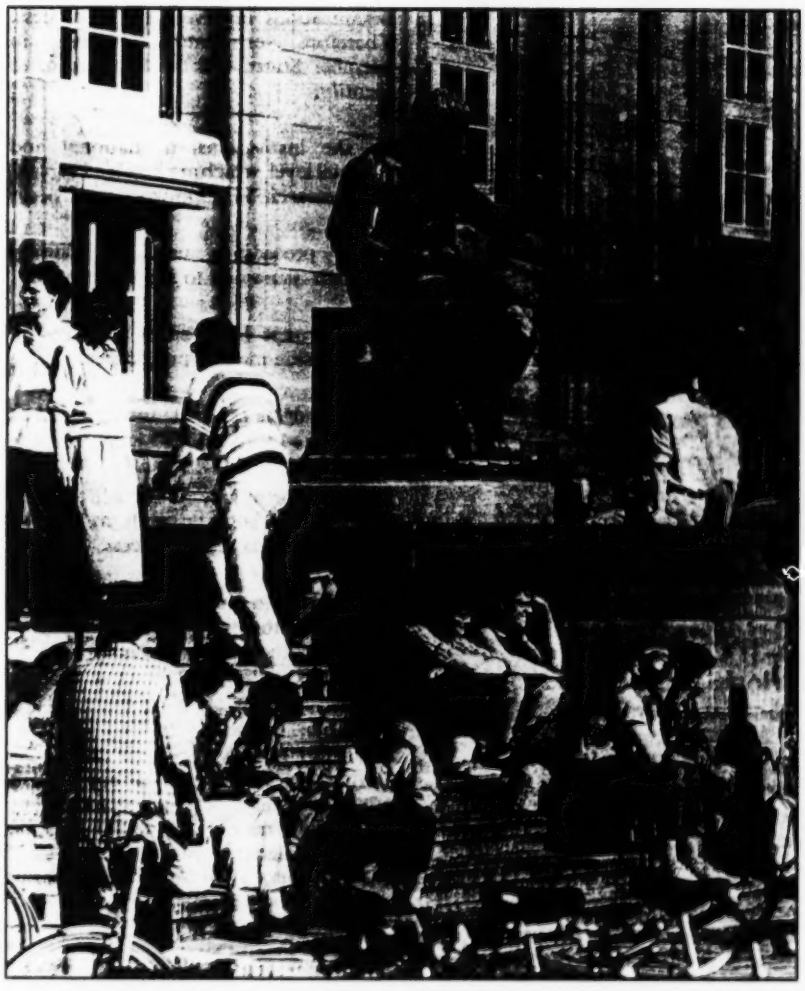
Agreements on theme 3

Research on pre-vocational and special youth training programmes, for those who leave school with low qualifications or without them

This theme has been chosen because most Member States have launched special training programmes or adapted mainstream training to cater for the needs of those young people who leave compulsory secondary education without any qualifications, and to help them enter regular training and improve their long-term job prospects. The programmes usually have a broad range of objectives and methods, and are flexible in nature and often tailored to the needs of the individual.

Eight institutes were nominated for this theme; all of them are involved in the five partnerships concluded until now. Cooperative action will be undertaken on themes such as:

- a four-country comparative analysis of the relationships between the characteristics of training systems and the number of drop-outs;
- the development, and implementation, of a common methodology to evaluate pre-vocational training programmes;
- an analysis of the features of successful pre-vocational (youth guarantee) programmes.



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Agreements on theme 4

Research on 'training of trainers' programmes

Trainers in firms and teachers in training institutes are of key importance in the process of improving the quality of vocational training. They need to improve their skills in order to be able e.g. to teach about new technological developments; to implement new assessment procedures; and to adapt teaching styles to trainees' needs. In Member States all kinds of new programmes to train the trainers have been devised. Cooperation in the evaluation of these programmes should be encouraged.

Seven institutes were nominated for this theme. Three partnerships, involving five institutes, have already been signed. Joint issues include:

- a comparative analysis of the reasons why participants take part in in-service training courses;
- a cooperative study in two countries to compare the in-service training needs of trainers in a specific sector.

Agreements on theme 5

Effects of new models of educational and vocational guidance and orientation

Those providing guidance to young people have to deal with challenges such as the rapid evolution of job-structures; the need to give appropriate attention to specific target groups — e.g. drop-outs — and to the European dimension of the future labour market.

Member States nominated three institutes of which two have signed a partnership agreement. These institutes will cooperate in a comparative analysis of new guidance needs and provision.

Building up a research partnership

Almost all partnership agreements envisage a three-stage process. In the first stage, information is exchanged on e. g. education and training systems; on current research projects; on results of studies and of statistical information on participation in education and training. In the second phase, joint research will be carried out. This includes the joint use of research instruments; of the same methodology; of the development and application of statistical models; and of similar data analysis methods. Finally, almost all the partnerships have planned to disseminate the outcomes of their work in the form of a joint publication and/or of a paper presentation at a conference.

Projects in a partnership have to submit a two-part report to the Commission annually. In the first part, they have to give an in-depth analysis and review of the issues being researched, of the outcomes of the study so far and of the added value of the transnational cooperation to the participating national projects.
The second part has to include a comprehensive analysis and assessment of the cooperation process, i.e. a critical evaluation of the way it was planned and implemented; of its successes and failures; of the obstacles which had to be overcome and of the ways results were achieved. These reviews will be the main information source for identifying the criteria for successful research partnership models for the future.

D-2: State-of-the-art reviews

Though the themes of the research component were the subject of agreement at Community level, the choice of the institutes and/or project is the responsibility of each Member State. One of the implications of this process is that the number of institutes per theme varies (as was demonstrated above). However, in certain circumstances, e.g. as part of the preparation or implementation of initiatives, it is necessary for the Commission to have a good overview of the situation on a Community-wide basis.

In this context, it is relevant that the Council Decision of 1 December 1987 stipulated that particular attention

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should be paid to 'the evolution of vocational qualifications', and, in pursuit of this, a first review of 'national and European-level responses to changing needs for vocational skills' (box 1, theme 1) was launched in the autumn of 1989.

In each Member State, an institute was invited by the Commission to carry out a state-of-the-art review on the procedures and mechanisms used to identify and respond to changing skills requirements. In the national reports, attention will be paid to: the procedures used; the organizations involved in the process; their roles and responsibilities, etc. The most important mechanisms will both be described and their perceived effectiveness assessed. In the interviews with key-persons, an important issue will be the opportunity they see to add a European dimension to these procedures; e.g. in what phase would it be possible, feasible and/or relevant to inform or consult with sister organizations, with similar responsibilities. The national reports will be available in June 1990; the summary report by the end of 1990. Based on the results of the reviews, plans for follow-up activities related to the 'evolution of vocational qualifications' will be proposed.

D-3: Consultation on priorities in research on vocational training

As has been described above, in the first operational year of the research component, a good start was made with developing cooperation at institute level by means of the research partnerships. However, this type of cooperation, important though it is, is somewhat reactive, as cooperation is only sought once research projects are approved or already in their execution phase. Therefore in the context of the third aim of the Petra research strand, it is intended to try to develop cooperative structures which have a more pro-active character; i.e. models which seek to enhance consultation and cooperation at the planning stage of research projects. These latter models require the development of contacts and consultation between national, and possibly regional, authorities which are responsible for planning studies on vocational training issues.

At the moment, relatively little is known about the procedures used in Member States to establish research priorities related to vocational training and about the ministries, departments and organizations involved in this process. Therefore, exploratory reviews in Member States will be undertaken, to identify:

- the institutions, at national and regional level, which are involved in planning research on training issues;
- the procedures used to identify research issues and to set priorities;
- the groups involved in consultation and decision-making procedures;
- the budgets available for this kind of research;
- the opportunities to add a European dimension to such research, as seen by the participants in the process.

It is planned to finalize the national-level reviews by the end of 1990 and to produce a synthesis report in early 1991.

Conclusion

It should not be forgotten that Petra is still a relatively young programme. The first wave of training partnerships (action area A) started their two-year activities in the summer of 1989. A few months later the first group of research partnerships got under way (action area D).

It is however quite clear that Petra reflects an increasingly important priority in the Community, namely the need to improve the quality of training including particularly initial training. The interim report on Petra, published by the Commission at the beginning of 1990, and the technical review referred to above, describe how much new policy development and practical innovation are taking place now in this field in the Member States. This makes it also the more important that evaluation and policy studies should keep up with the new trends and practices, and that a serious attempt should be made at European level to match the growing interest in collaboration over policy with strategies for cooperation in research.

Demographic change and employers' response in Britain

By 1994 there will be a million fewer 16 to 19 year-olds in Britain compared with 10 years earlier. By far the steepest part of that decline is occurring now between 1989 and 1994. The numbers reaching school-leaving age will rise again in the second half of the decade but will not return to the high levels seen in the early 1990s.

British employers will therefore see the labour market for young people much more competitive in the future. They will also see the population of working age and the labour force growing very slowly and more concentrated in the older age groups.

At the same time Britain, along with other industrial countries is going through a period of rapid technological change. It will be facing growing international competition with the single market in Europe, from the expanding economies of the Pacific Basin and the emerging industrial economies around the world.

The skills required in the new era are also changing. Projections made by the Institute of Employment Research at Warwick University suggest that by the year 2000 the demand for managers, professional and technical workers will each grow by over 20% while, in contrast, the demand for plant and machine operatives will fall.

The combined effect of these demographic and occupational developments mean that employers will have to review their skill supply and retraining policies. This article summarizes research carried out to discover how employers are responding to this challenge — particularly the growing shortage of young people.

Norman Davis
Head of the Policy and Analysis Unit at the Training Agency and formerly chief statistician of the Manpower Services Commission

The challenge is not about a shortage of people as a whole. Although unemployment has fallen shortly since the mid-1980s there are still over one and a half million unemployed in Britain. There are also about 7 million people of working age who are not in work or actively seeking work. Estimates suggest that perhaps 1 in 4 of these (mainly women) would like regular employment. Previous trends towards early retirement also indicate that there is considerable scope for encouraging older workers to remain in or return to the workforce. Finally, there is evidence that Britain does not make full use of other groups disadvantaged in the labour market such as its ethnic minorities and people with disabilities.

The challenge facing employers, therefore, is not yet one of a shortage of people as a whole but a shortage among that group — young people — which in the past they have looked to as their primary source of new labour supply.

Before looking at what employers are doing to respond to this challenge, it is worth noting that until very recently they were largely unaware that a challenge confronted them.

A report 'Young people and labour market', published in the spring of 1988 by the National Economic Development Office and the Training Agency had drawn attention to the fact that the economy's need for a better educated and better trained workforce was increasing at a time when the number of young people was beginning to fall rapidly. Popularly, this became known as the demographic time bomb. It was this report that drew attention to the fact that at this time, Britain's employers were largely unaware of the scale of the problem facing them. A publicity campaign followed. To find out how much better informed employers had become, and how this knowledge may have influenced their recruitment strategies, a survey was carried out a year later in the spring of 1989.

The results of this survey were published recently in a report entitled 'Defusing the demographic time bomb' also published jointly by the National Economic Development Office and the Training Agency. In terms of awareness, it found that 4 out of 5 employers had become aware that the numbers of young people were falling. As might be expected this awareness was stronger among larger firms but it was also stronger among service sector employers. However, employers were less clear generally about what was likely to happen to the size and shape of the labour force as a whole. Indeed half of all respondents thought that the labour force would also fall as the number of young people declined. Perhaps most surprisingly, therefore, there is little evidence from the survey that employers were yet taking very active steps to look at alternative sources of recruitment for those occupations which they had normally filled by recruiting and training young people.

For example, 3 out of 4 employers were still largely concentrating on competing to recruit from that diminishing pool of young people. Only 1 in 3 employers was also looking to tap alternative sources of labour supply.

Among employers seeking to improve their attractiveness to young people a variety of methods have been adopted. Many employers will, of course, be using more than one method. The main ones are summarized in Table 1 below.

Table 1

Employers taking initiatives to:	*(%)*
Improve liaison with schools and colleges	49
Improve youth training packages	47
Change remuneration and benefits for young people	35
Improve career prospects	32
Introduce new approaches to selection	32
Reduce entry standards	17

More enlightened firms, a minority of those surveyed, are adopting more innovative approaches to meeting their labour supply and skill shortage needs. These included:

- widening recruitment sources;
- re-skilling and retaining existing employees;
- introducing new working systems.

Among those seeking to widen their recruitment sources the most popular initiatives were aimed at attracting re-entrants to the labour market, mainly women. This was mentioned by 28% of all employers but by over a third of employers in some industries such as banking, finance and business services; industries in which female employment is already strong. In contrast, it was among the manufacturing and construction sector that employers were also looking to recruit older workers (over 50 years of age) — mentioned by 26% of all employers. Only 1 in 6 employers was taking specific initiatives to look to the unemployed as a source of new recruits.

Firms looking to improve the use of existing staff were concentrating on initiatives to retain existing employees — mentioned by over a third of employers. Perhaps it is not surprising that these initiatives were found more often in industries which have had high levels of staff turnover in the past, such as distribution and hotels and catering. Nine percent of employers had introduced 'career break' programmes as a means of helping to retain existing staff while a further 1 in 7 were considering this approach.

A third of employers were taking initiatives to re-skill existing employees. This was most common in the manufacturing and distribution sectors but less so in other service sectors.

Some employers were introducing new working arrangements as a means of attracting and retaining staff. Where this was so they appeared to be concentrating on the use of more part-time working; no doubt as a means of competing for married women and older men for whom part-time work is particularly attractive. However, only a few had yet taken specific active steps to help women return to work such as introducing job share initiatives, child-care schemes and alternative flexible working arrangements such as term-time contracts for parents with school-age children.

John Bull/POPPERFOTO

The broad picture which emerges, therefore, has three features. First, the majority of employers are now more aware of the decline in the number of young people than they were two years ago and of the importance of this to them in terms of their recruitment and skill supply strategy. Secondly, that strategy is still narrowly based and largely concentrated on intensifying their competition for the fewer young people who will be available. Thirdly, there is little evidence, even among those who have adopted alternative strategies, that firms have yet grasped the full implications of demographic change.

One reason, perhaps, for this is that too few firms yet see recruitment and human resource development as an integral part of their corporate strategy. In a survey of establishments carried out as part of a wider review of training activities and published last year by the Training Agency, it was found that in 1986/87 only 30% of establishments who did any training had a training plan and only 20% had plans setting out forward targets for their training activities.

There are exceptions, however, and both the research for the wider review of training in Britain referred to above and case studies of good practice illustrated in 'Defusing the demographic time bomb' provide evidence of what can be achieved in practice from a more enlightened approach to labour supply issues and human resource development generally.

This year the government is continuing its campaign to increase employers' awareness of demographic developments, the changing skill needs in Britain due to rapid technological change and growing international competition and the key role which training for young people and adults will have to play in securing Britain's competitiveness.

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Formal education, informal education and training activities in the integration of young people into working life

Need for a new analytical model

Analyses of the links between training and work from the viewpoint of educational administrators or professionals, or from any other viewpoint associated with the education system, tend both to reduce the concept of training to that of schooling within the officially regulated system and to regard the actions of students within the school system as patterned, with slight variations, on those envisaged in educational legislation (ages of transfer between the various phases, inter-phase links, preparatory or final status, and so on). Where other types of non-regulated (informal) training are recognized, they are recognized only in relation to, and as entirely subordinate to, regulated training; they tend to be regulated in relation to the school system when they do not form part of it (e.g. the vocational training modules included in the reform of Spanish education).

These school-based viewpoints also tend to ignore the social behaviour and customs — work, family situation, interests, etc. — which characterize young people during their training and often greatly affect the training process.

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Analyses of the links between training and work from the angle of active employment policies place exclusive (and in my view excessive) emphasis and even hopes on education organized or promoted and funded by the relevant organization in each country — in Spain the National Employment Agency (INEM).

Contrasting with these viewpoints, which we may describe as closed and which are reflected in the normal systems of statistical information, the training that young people actually undergo is becoming steadily more complex, more extended and more distinct from prearranged models. Thinking that is institutional or centred on the actions of institutions is therefore a simplification, leaving a more complex reality still to be explained.

In approaching the reality of young people's training processes and entry into working life, the first step must be to reverse the logic of the questions we ask. The usual question is: what happens in terms of work and employment to those who undertake one or other type of study? To formulate the question in these terms is to ignore all other training-related personal or social circumstances of those whose entry into working life we are seeking to analyse.

We come closer to reality if we frame the question thus: how have young people learned to do what they can do? This should lead us to formulate our analyses in broad terms, looking at the structure of training routes without preconceived rigidities.

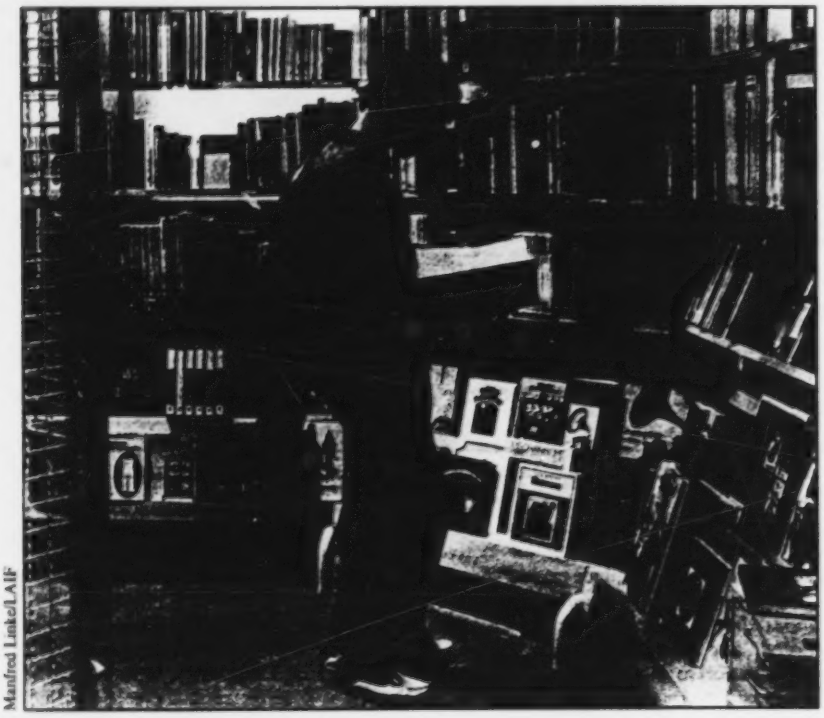
The tendency of government departments to focus analyses of the training process almost exclusively on their particular areas of responsibility, while wrong, has its logic — the logic of bureaucratic institutions, perhaps, but logic for all that — but when our aim is to analyse the real processes of training and entry into working life in a rapidly changing society, such logic is of little use, and we must fashion more complex and realistic analytical and statistical models.

Faced with the challenge of framing a new model for analysing the processes of training and entry into working life, I believe that the response in methodological terms must focus on three aspects:

- The method used must be longitudinal, i.e. based on the case histories of young people, so that the training routes they have taken can be reconstructed and models of entry into working life can be elaborated.

- The method used must be holistic, i.e. it must cover the situations and training routes of young people in a global manner, encompassing the interactions between training, work, family responsibilities and social activity as factors inseparable from their routes into employment.

- The method adopted must avoid erecting barriers between quantitative and qualitative techniques and methods, using each in the light of its utility and suitability in the context of each phase and aspect of the study. It must therefore be possible to combine methods.



Manfred Linte/LAIF

Young people's training activities: results of a line of research [1]

What and how much do young people study?

In a study based on these methodological criteria and aimed at identifying routes into working life over six-year periods, data have been collected on regulated and non-regulated (informal) education and training, household work and family situations in each of the six years.[2] The fieldwork was carried out in 1988-89 in two districts of metropolitan Barcelona and one area in the Pyrenean region of Catalonia, respectively and more specifically a middle-class urban area (MCUA), a working-class area in Barcelona's industrial belt (WCA) and a rural area (RA). A total of 2 002 young people were interviewed. The reply to the question heading this paragraph was, in broad terms, as follows.

■ *From 14 to 19*

Over this age range most young people remain within the school system, with more than half continuing regulated education until 19: of every 10 young people in this group, seven or eight in the middle-class urban area, five or six in the working-class area and five or six in the rural area remain in education. This picture squares with the data available for Spain as a whole and the developed world in general, showing extension of the time spent in full-time education.

As J. Casal indicates (Casal, Masjuan and Planas, 1989), a large proportion of these young people remain in secondary schools and colleges, including institutions of both general and vocational education, despite their poor results. The educational routes taken by these young people reveal that a significant number enter secondary education later than the normal age and that the repetition of a course year is common in both academic secondary education (the baccalaureate) and vocational education. As a result many 19-year-olds are still in secondary education covering material which they should already have completed by that age; indeed, some are still in this position at 20.

Over the same period, particularly towards its end, some young people attend a variety of short courses, outside the regulated framework, sometimes combining them with their regulated courses. We return to this aspect in greater detail when we consider the over-20s.

This general extension of regulated schooling coincides with the existence of a hard core of youngsters who leave the education system early, generally on account of educational failures, also at an early age, which aggravate the difficulties they encounter when entering working life.

■ *From 20 to 25*

The complexity of the routes taken by young people through education and training emerges more clearly at this stage; a more detailed description is therefore given.

■ Regulated studies

The levels of qualification achieved by the age of 25 by the young people we interviewed are shown in Table 1.

Two facts stands out from the table: the significant difference in levels of qualification in the three areas, and

Table 1
Highest level of study completed

(%)

	MCUA	WCA	RA
Illiterate	—	0.2	—
Elementary, not completed	1.9	10.1	4.7
Elementary	20.3	44.0	45.3
General secondary	38.2	17.7	13.4
Vocational	13.1	17.5	19.4
University (initial)	12.5	5.0	8.4
University (higher)	14.2	5.3	8.7
	100 (298)	100 (395)	100 (298)

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especially between the middle-class urban group and the remainder, and the fact that most young people enter the labour market with purely academic qualifications (those who had completed elementary or general secondary education accounted for 60% of the total sample and the subsamples for the three areas), which thus acquire in practice the final-diploma status so much discussed in the theory.

Large numbers of the 20 to 25-year-olds interviewed were in some form of regulated education or training (Table 2).

Given that the age-range covered starts six years after the age at which compulsory education is completed in Spain (soon to be raised), these participation rates are certainly high, although they vary sharply from one type of area to another.

In terms of training routes we still need to determine whether and to what extent those who attend regulated courses are the same people from year to year or whether, on the contrary, significant numbers leave and re-enter the system (a phenomenon which would be camouflaged by the time series shown in Table 2).

A first pointer is the fact that the proportion of young people completing a period of regulated education between the ages of 20 and 25 ranges from 64.3% in the middle-class urban area through 41.8% in the working-class area to 28.6% in the rural area; in each case the percentage exceeds that for students aged 20, the age at which their number is greatest, showing that some of the routes through regulated education are discontinuous, with some rotation, i.e. entries into and departures from the system. Table 3 gives an idea of the dimensions of this phenomenon.

Table 3 shows that the proportion of young people in this age group who interrupt their education ranges between 25 and 40%, depending on the type of area: significant percentages in each case.

This fact, along with the disparity between the numbers of young people who have undertaken secondary or university education and the numbers with the relevant qualifications, also shows that a significant proportion spend several years in a phase of education which they fail to complete and for which they therefore receive no qualification; while such periods of study constitute a failure in terms of qualifications, they nevertheless form a real part of the education of young people.

Turning finally to the duration of regulated education between the ages of 20 and 25, the average number of years of education during the six years analysed (among those who undertake at least one) is 4 in the middle-class urban area, 3.2 in the working-class area and 3.9 in the rural area.

As to the types of courses attended, all those still in education when aged 20 to 25, apart from a small number of 20-year-olds who are still completing their regulated secondary schooling (whether general or vocational), are university students.

Table 2
Percentages in regulated education in each age group

(%)

Age	MCUA	WCA	RA
20	58.2	34.4	26.9
21	47.4	26.3	22.2
22	45.6	20.5	20.5
23	38.6	20.0	19.2
24	36.1	16.7	15.1
25	32.4	15.5	10.8

Table 3
The routes taken through regulated education by 20 to 25-year-olds

(%)

	MCUA	WCA	RA
Short initial period (1 to 2 years)	21.2	29.1	30.1
Long continuous period (3 years or more)	55.7	31.5	41.2
Interrupted period	23.7	39.7	28.7
	100 (192)	100 (177)	100 (80)

■ Short courses

(non-regulated courses of shorter duration than regulated courses)

Table 4 shows the percentages of young people who attend non-regulated courses each year. The data indicate that the frequency of non-regulated education tends to rise with age (throughout the 20 to 25 age range). There is thus a measure of complementarity and substitution as between non-regulated and regulated education, though the two types are often undertaken simultaneously.

The most important fact to emerge is the quantitative significance of non-regulated short courses in the education and training of young people, albeit with differences between the various areas.

The next question concerns the extent to which attendance of short courses coincides in time or alternates with regulated education. The figures shown in Table 5 show the proportion of young people, undergoing only regulated education and the proportion attending only non-regulated short courses. To avoid the excess of data that would result from showing the figures for every year, the table reflects the situation only at the extremes of the age range under analysis. This is sufficient for our purposes.

As we see, the numbers in all types of training differ markedly from one area to another (and especially between the middle-class urban area and the other two). Also worth noting are the large percentage totals for each of the three situations covered by Table 5, together with the fact that each represents a significant proportion of educational activity and that non-regulated courses do not necessarily follow and complement regulated courses but are often attended at the same time.

Table 4
Percentages of young people aged 20 to 25 completing non-regulated courses at each age

(%)

Age	MCUA	WCA	RA
20	21.5	12.4	12.5
21	23.6	10.8	11.8
22	26.3	14.1	14.8
23	33.4	16.7	16.8
24	35.6	25.1	19.8
25	39.1	22.0	24.1

Table 5
Combination of regulated education and short courses, as percentages of the whole 20 to 25 age group.

(%)

	20-year-olds			25-year-olds		
	MCUA	WCA	RA	MCUA	WCA	RA
Regulated only	46.3	28.9	22.2	18.7	9.2	6.7
Regulated + short courses	12.1	5.6	4.7	13.8	6.4	4.0
Short courses only	9.5	6.9	7.7	25.3	16.0	20.1
TOTAL	**67.9**	**41.4**	**34.6**	**57.8**	**31.6**	**30.8**

Combining work and study

Among young people there is a substantial overlap between education and work, although this overlap includes some very different situations.

■ *From 14 to 19*

Our study indicates that only 35% of 19-year-old students are not in some form of employment. While only a small proportion of under-18s combine their education with paid work, the numbers rise sharply after that age. They include students in general secondary education. No distinction is made between 'daytime education full-time education' and 'evening education = combined education and employment'.

■ *From 20 to 25*

The distinction between workers and students in the 20 to 25 age range is very unclear. As Table 6 shows, both full-time students and young people who work full time are in a minority.

It is clear that the great majority of students and a large number (in some areas a clear majority) of young people as a whole combine regulated education with work between the ages of 20 and 25.

It is also worth noting that half or more of those who do so work the equivalent of a full day — a far cry from the part-time jobs usually associated with students, although many of the remainder do support themselves in this way.

Significant life experience

Another qualitative study in the same line of enquiry, involving in-depth interviews with the heads of reasonably well established youth cooperatives, sought to determine how they had learned what they needed to do their jobs (Planas, J., 1988). All mentioned some type of intense activity relating to a personal interest as the main qualitative element in their training as entrepreneurs. These differed widely in their formal aspects, which often involved some form of association (religious, political, sport, etc.) but also included the organization of trips, local broadcasting and the running of the main local fiesta. Through activities of this kind they had acquired such skills as teamwork, discussion and agreement, decision-making, project formulation, self-presentation, dealing with officialdom, budgeting, innovation and leadership and, in some cases, technical knowledge relating to the product of their enterprise.

In terms of the area in which these interviews were conducted and the age of the interviewees this study broadly coincided with that described above.

The difficulty of formalizing this type of experience is matched by its importance in the case histories of the members of many occupational groups, an example being the role which has been and is still played by experience of this type in the training of politicians, entrepreneurs and others in contemporary Spain and, I am sure, elsewhere in the European Community.

This statement is corroborated by reliable indications that experience of this type is being included in university-organized training courses for senior and middle management in German firms (CEDEFOP 1989).

Heinrich von der Becke/ULLSTEIN

Table 6
Percentages of 25-year-olds combining regulated education with work at some period.

	MCUA	WCA	RA
Total	82.8	66.6	71.3
Full time	49.5	33.5	32.6

(Both percentages relate to the total number of young people attending regulated courses at any time between the ages of 20 and 25).

I regret that I have not found a more felicitous label for this aspect of the education of many young people (and those of us who are no longer so young), but the difficulty of formalizing it cannot conceal its existence and importance.

Cultural experience

There have been many studies and reports on young people's cultural activities during and after the transition from school to working life, or the period of initial training in a broad sense, in the various countries and urban areas of the European Community. Their results tell us that this factor is becoming a new type of 'diffuse training' (Segantini, T. and Colombo, F., 1986) with a growing presence in the real training processes of many young people and the continuing training of the population as a whole.

Recent studies (Ucar, X. and Ferrer, F., 1989; Puig, T., 1985) carried out in the same geographical area as that covered by the research cited above at least confirm the importance of cultural experience in young people's lives during their initial training.

The importance and present and future significance of this aspect of training and its tendency to grow make further discussion unnecessary, except to appeal for more thorough analysis of its significance and better information on its qualitative and quantitative dimensions.

Conclusions

The available data indicate that, when a model for the analysis of the training of young people is constructed, the following aspects must be considered:

(a) An analytical model relating to the training processes of young people today — how they learn to do what they can do — must cover at least the following elements:

■ *Regulated training*, including courses not completed, courses which have led to a qualification, any repetitions of course years and temporary exits from formal education.

■ *Non-regulated training (short courses)*, analysing their nature in three respects: 1. any links that exist with regulated training and/or present or desired employment, 2. any non-regulated courses attended during regulated training and/or paid or household work, and 3. the institutional nature of such training and its links with active employment policies.

■ *Work:* what role does the first experience of work gained by young people play in initial training? Do they work while in regulated or non-regulated education? Do work and education complement or interfere with one another? How dedicated are young people to their work, and to what extent does it relate to their proposed careers?

■ *Meaningful life experience:* what is the relevance of such experience to the general training process? On which aspects of training does it have the greatest effect? How does it relate to the other components of young people's training and to their proposed careers?

■ *Experience of culture:* its intensity and quality, its superficial and profound links with other components of young people's training and their proposed careers.

These various components of the overall training process do not all have the same value or significance. In a situation of relatively abundant academic qualifications the regulated system is becoming more of a filter to the various sectors of employment. School qualifications are the basis of a prior selection, a 'good' entry into working life being determined by the various 'bonuses' — corresponding to the other training components listed — which differentiate holders of the same level of qualification.

This should not, however, allow us to forget that (1) in actual training it is the combination of the various components that is valuable rather than each individually, and (2) the various components do not occur in any predetermined order (regulated training → non-regulated course → employment) but rather affect one another and alternate over time. Indeed, the parallel structure of informal training (non-regulated courses, life experience, experience of culture) is initiated during pre-school education and, for many, in an intense fashion. This will make it increasingly difficult (and probably unnecessary) to identify where young people have acquired each of the elements of knowledge, attitude and skill which they bring with them on entry into working life.

Peter Hendricks/ULLSTEIN

(b) As well as considering training volumes, interpreted (as a minimum) through the five training components

listed, there is a need to establish standards of quality or, more accurately, coherence of malfunction.

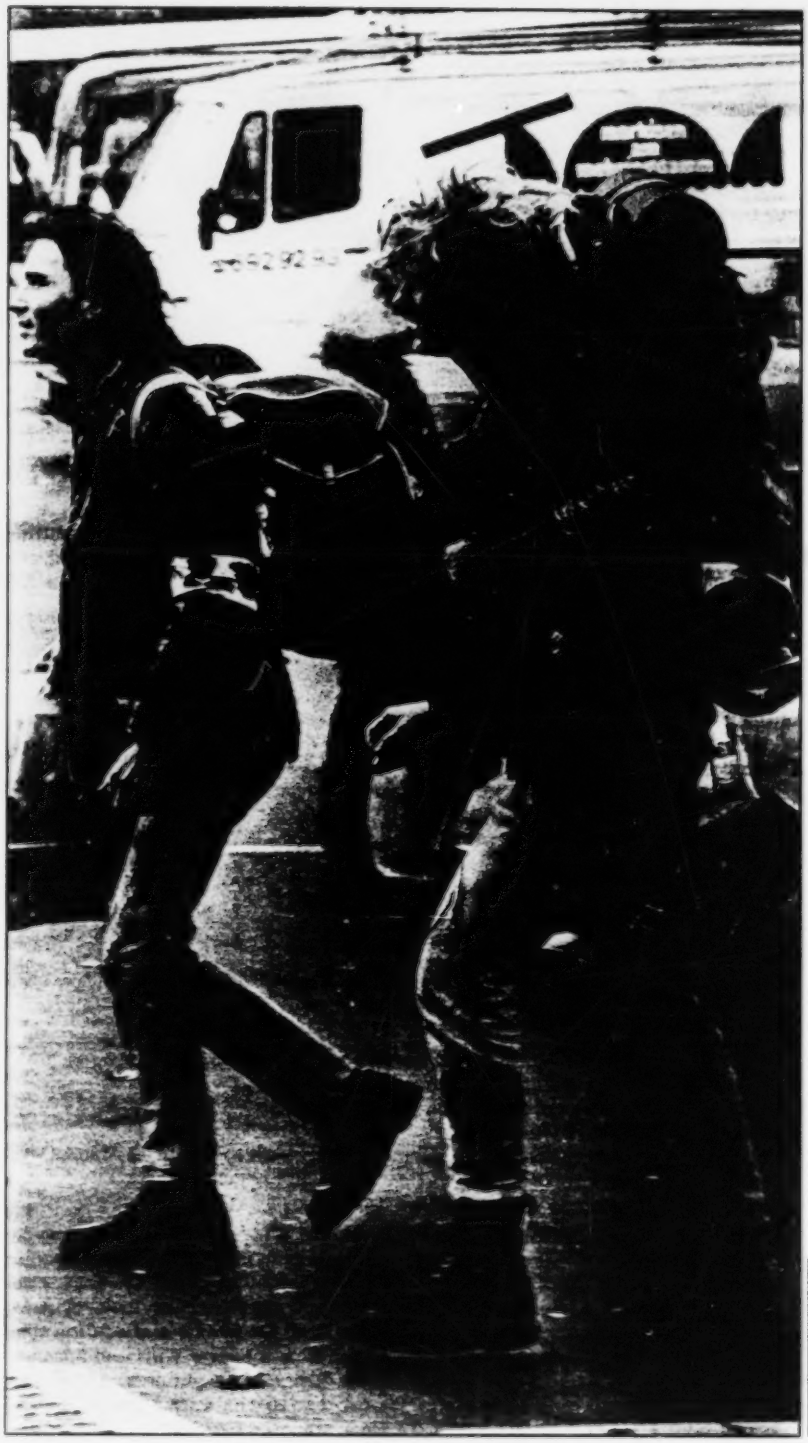
From an examination of reality it is rational to conclude, as we have already noted, that what has value when young people make the transition to working and adult life is the combination of training experiences rather than each taken separately. What matters is thus coherence between the various components, constructed around the capacity to develop an occupational and social project appropriate to the young person and taken up by him or her.

The range of training available, in most cases provided in places other than schools and colleges, is growing and will continue to grow in spectacular fashion. The problem which today faces the majority of young people, whether or not they are conscious of it, concerns not so much their access to the range of training on offer in our societies as their capacity to use it coherently and in a manner that is rational and saleable in the labour market.

A new form of discrimination that is emerging is based not on access (or lack of access) to regulated training but on the capacity to make use of the training on offer, the growing range and diversity of which makes it all the more difficult for it to be used coherently.

This poses an additional challenge to young people in transition, that of making the various, currently unconnected training components coherent and saleable.

At the social level the problem is deciding who is to structure this wide and varied range of training. There is no one answer, but hitherto the family has played a key, discriminating role in determining access to the various components of training and their use, coherent or otherwise. If we are to democratize such capacities in the future, the central role could be played by compulsory education and the institutions concerned with initial vocational training, which will lose their function as universal transmitters of knowledge and instead facilitate access to other training resources.



Günter Peters/ULLSTEIN

(c) If we relate the quantity and coherence of the training processes young people undergo we find that training routes currently fall into three main categories.

- Routes marked by a poor educational background. Despite the general growth of participation in education, some young people still receive a poor education, which normally affects all its components.
- Routes marked by a wide but unstructured range of training. Such routes cover a wide range but lack internal coherence in that their components

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do not relate to a common objective or build one upon the other.

Internal incoherence exists in three fairly common forms: 1. students working long hours in a job which has no educational content and indeed is a major obstacle to the continuation of their education; 2. 'survival' routes within public programmes of paid training and employment for young people, the various aspects of which lack any common training logic beyond that of survival; and 3. routes based on 'fashionable subjects', lacking any capacity for critical discrimination, characteristic of families possessing adequate economic but scant cultural resources.

- Routes marked by a wide range (generally wider than in the preceding category) of coherent training. Their components are linked and lead towards an implicitly or explicitly defined training objective.

Final remarks

■ Is this a Spanish phenomenon?

In its details and formal aspects (educational phases, etc.) this analysis undoubtedly relates to the Spanish — and, in some respects, only to the Catalan — situation, but beyond such details and formal aspects the phenomenon of young people constructing their training process from numerous components and the difficulties they must overcome if they are to achieve this effectively relate to a broader geographical framework, which certainly includes the Member States of the European Community.

That this analysis, as an abstract model, applies to a wider geographical area than Spain alone was shown by the interest aroused when it was presented and discussed at recent meetings organized or jointly organized by CEDEFOP of representatives of recognized social research bodies in all the Community countries. At these meetings (at Sitges and Castelgandolfo in 1989 and Berlin in 1990), which focused on methodologies for analysing the integration of young people into working life, frequent reference was made to the concrete forms assumed in other Community countries by the phenomena which we have outlined in this article in relation to one part of Spain.

■ *1993*

The Community itself has been helping directly, with its various initiatives to provide more and more varied training for young Europeans in the various Member States. With the free movement of labour from 1993 onwards, the range of training available to all Europeans will grow, as will the range of skills needed to gain access to it and use it to the full.

Over the next few years the trends outlined in this article, far from dying away, will thus tend to be reinforced.

Bellaterra, April 1990

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1 The research to which this section and the next relate was carried out by J. Casal, J. M. Masjuan and J. Planas (Institute of Educational Sciences, Autonomous University of Barcelona (ICE-UAB) under the title *De la escuela a la vida activa. Itinerarios de transición, 14-25 años* [From school to working life. Routes of transition, 14 to 25], with the support of the Ministry of Education and Science's Educational Research and Documentation Centre (CIDE) and the National Employment Agency (INEM) in the Province of Barcelona. An advance report on the results of this research was published by ICE-UAB and CIDE under the title *Inserción profesional y social de los jóvenes. Itinerarios de transición entre los 14 y los 25 años.* [Young people's entry into working and adult life. Routes of transition, 14 to 25], Barcelona, 1989.

2 In this article we do not differentiate young people's training activities on the basis of sex, since in the area of the training models as here defined they present no substantial differences. Readers interested in the results of our research as regards sex-related differences in the links between training and entry into working life are referred to a recently published article by J. Casal, J. M. Masjuan and J. Planas, *Educación e inserción social de las mujeres y los hombres de 25 años: estudios, valores, expectativas y modelos de inserción* [The education and entry into adult life of women and men aged 25: studies, values, expectations and models of entry], in: *Revista de Educación,* Madrid, 1989.

The construction of youth employment markets by the training policies of the Federal Republic of Germany and France

The focal issue in the debate on vocational training systems is their ability to produce skills that are directly job-related. It is no simple matter, however, to analyse the training situation on the first-jobs market, as account must be taken of the influence of three highly disparate institutions: the State, the employers and the unions. Furthermore, the logic underlying the ways in which vocational training systems classify their target groups cannot be understood solely from within training systems or within the company. In this article, we shall briefly discuss not just the differences but also the similarities between the policies of the government and both sides of industry on the subject of initial training in Germany and France, two countries which are more or less comparable. We shall also look at the effects of those policies on the entry into the working world of the majority of young people, i.e. those who do not attain the educational level of the *baccalauréat* or *Abitur*.

It would be inadequate to say that the structure of the young working population is related solely to the levels of training they have achieved, as evidenced by a diploma (the *Facharbeiterbrief*, or skilled worker's certificates, in Germany and the *Certificat d'aptitude* (CAP), vocational training certificate, and *Brevet d'études professionnelles* (BEP), vocational training diploma, in France). Too often the differences are taken for granted, without perceiving the extent to which the first job is in fact influenced by the place of training. What is the real significance of the observation that over 70% of young Germans are trained in the dual system, whereas virtually all young French people train in the school system (except for about 13%, who are in apprenticeship, which is more or less comparable to the dual system)?

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■ The place where the labour market takes its practical form, the workplace, is not related to the first job in the same way in the two countries: in Germany, at least some of the young people recruited by the employer have been trained in the same workplace, whereas in France young people arrive straight from school, which has had no direct contact with the employer's workplace.

■ The two countries place a different relative emphasis on the initial diploma and on the process of integration into working life. Incidentally, although this is not the subject of our article here, there is the same difference of emphasis on continuing training in the two countries.

■ There are both differences and similarities in government intervention in matters of training, which are not entirely linked to the above two points.

■ Although unions and employers have common concerns in matters of training in the two countries, their strategies, especially *vis-à-vis* the State, are not the same.

Young people entering the labour market: the respective roles of the State and the employer

The main parties involved in organizing young people's access to their first jobs are the government and the employers. The comparison here is influenced by a single clear-cut finding: in France the role of the school system is overwhelming (over 85%), whereas in the Federal Republic the dual system predominates (over 70%), although its role may be somewhat different. Nevertheless, the comparison should immediately be qualified.

First of all, there are certain points in common in the two systems, especially the role of employers. Not all employers take part in the dual system in Germany. Put simply, two types of company are involved: the largest and the smallest. In other words, there are a number of leading companies such as Siemens, Bayer and others, and there are the craft firms. In France, it is the latter group that tends to take young people on apprenticeship. Furthermore, in the period before the State took virtual charge of training, in the early 1950s, a small group of large firms — especially in the engineering industry in the Paris region — consistently trained apprentices.[1] They are still playing an important part in the promotion of training measures, through the medium of their trade association (Union des Industries Métallurgiques et Minières de la Construction Mécanique Electrique et Métallique — UIMM).

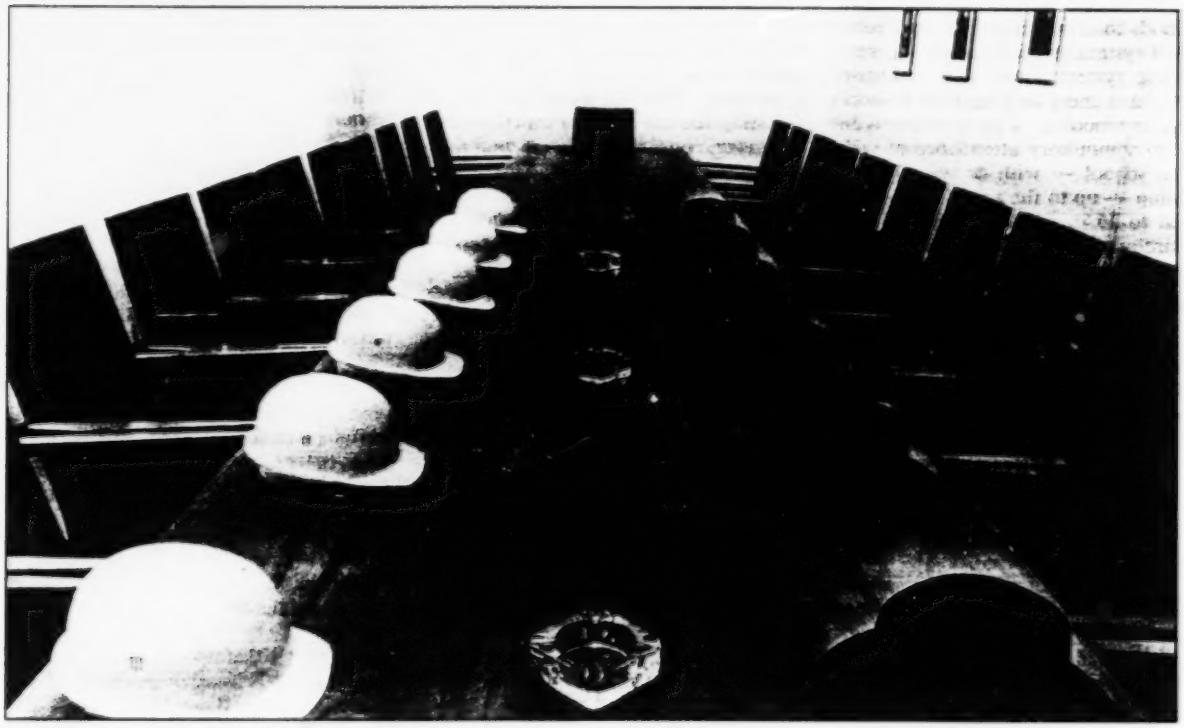
Large German companies that do train, however, offer apprenticeships roughly

matching their own foreseeable manpower requirements. These companies are also more likely to have the resources to set up medium-term employment policies. To the extent that they tend to train people for high-skilled jobs, they also contribute, at least potentially, to the supply of skilled manpower for the labour market in the same sector of industry.[2]

The case of the craft industries is very different, and it is only here that there are fairly marked resemblances between the two countries. Unlike the large companies, in most of which the apprenticeship workshops are separate from the shop floor, craft firms take young (low-paid), people and both train them and employ them in actual production. Only a few of the trainees are taken on by the employer once they have completed their apprenticeship. The common factor in these two extremes is that both types of company, large and small, perform the function of pre-recruitment socialization — introducing young people to the working world. In France, the school system cannot perform this function, in spite of the many 'work socialization' measures introduced by the government since the early 1970s.[3]

The time and place at which young people are introduced to the workplace are vital factors in organizing the first-jobs market. In the Federal Republic, since employers do not themselves use all the manpower they have trained,[4] other firms will benefit from the socialization acquired 'on the job', but in different ways depending on the types of training. In the simplest case, the young person will be recruited directly at the same wage and job level if the end-of-apprenticeship diploma is for a skill highly sought after in the industry; this is very much the same situation as with a number of 'good' CAPs or BEPs in France.[5] In other cases, employers recruit young trained people for jobs requiring lower skill levels; after training in a given industry they may find jobs in craft trades quite unrelated to that industry, as bakers for instance. It could be argued that such practices are not unlike those of certain French employers, with the important reservation that the figures for this kind of recruitment in France are far higher. Another possibility in Germany in the case of young car repair mechanics, for example — is to offer a training contract for a period shorter than the normal three and a half years. The [illegible]ch equivalent here might be found in continuing training, which is increasingly common in French companies. The final alternative, which is spreading in both countries, is to move back and forth between the workplace and the school, both at *baccalauréat* or *Abitur* level and at a higher level. This is usually found in the service sector, in banking and in the retail trades.

Even though the points of comparison are more numerous than might be thought, socialization in the German dual system seems to play a more important role in all processes leading to a first job. A young person's ability to adapt to the workplace is tested during the period of apprenticeship, and to a certain extent his apprenticeship serves as a probation period. In France, on the other hand, where the vocational training 'market' (entry into vocational school) and entry into the first job are virtually separate — the exception being the government-arranged placements mentioned above — socialization does not occur until the young person has entered the workplace.[6] This may be one, but not the only reason why temporary and short-term work for young people has become more common in France than in the Federal Republic.[7] These 'atypical' forms of employment perform part of the dual system's function of pre-selection, although under very different conditions. The dual system, therefore, is a genuine pre-recruitment market, for most young people at least, and it is for this reason that the first-jobs market can be said to be formed in Germany earlier than in France, i.e. when young people enter vocational training. This is true at least of manual skill training, which takes place almost entirely in the dual system, whereas there are several training-systems for white-collar workers, including full-time training courses.[8]



Sven Simon/ULLSTEIN

The French government plays a different and strong, direct role in first-job recruitment, firstly by offering financial benefits (partial or total relief from the employer's social security contribution obligations, for example), although France is not unique in this respect. Social legislation on employment protection[9] in particular appears to place far greater constraints on the employer's freedom of decision as to recruitment than in the Federal Republic.[2] In the third section of this article we shall return to the question of what this type of government intervention means in terms of work relationships. Its direct effects on youth recruitment, however, are hard to discern, as the positive and negative effects are so closely linked. For example, the level of recruitment of young people may be high, reducing the rate of youth unemployment,[10] but at the same time the percentage of recruitment under temporary contracts may also be high, and employers may be increasingly selective because of the high cost of dismissing an employee.

The school system and the significance of vocational diplomas

In Germany the flexibility of the methods of entering employment that has been described above is made possible by a more fluid categorization of training methods than occurs within the French school system, even though the general training system seems more compartmentalized there and appears to occur earlier in school life. This flexibility is due first to compulsory attendance of vocational school — with or without dual training — up to the age of 18, as compared to 16 in France. There is also a hierarchy, more implicit than explicit, among forms of dual training; this is based on the flexibility mentioned, but it also has its roots in national mentality, with greater value being attached to technical trades than in France, while women's work is regarded as having a more secondary role.[11] What seems to be held in high regard in Germany is socialization in working life, even more than the 'theoretical' content of training acquired in the school, in parallel to practical training at the workplace.

Levels of recruitment in France are differentiated first of all by the vocational diploma. Diplomas do not have the same significance in the two countries. In Germany a diploma means that a person has met certain technical requirements and also that he has become sufficiently socialized in the firm to do a job there; it is therefore a final certificate and is obtained by the last majority of young people emerging from the dual system. In France this type of diploma plays a part in selection based on technical and general knowledge, but not on workplace socialization. This is a reflection of the French selection system, which occurs at every level.

In France it is the government which without much consultation — another difference — has developed alternance training schemes.[3] The content of training is in fact the subject of consultation with the social partners; the manner of consultation differs little from the German procedure, although it is less sophisticated. Even so, the training market is essentially controlled by the government, unlike the situation in the Federal Republic. It is the government that determines the number of training places and the number and location of technical training establishments. This gives rise to an essential difference in strategies for the regulation of entry into first jobs, greater susceptibility to unemployment among young people in France, and methods of classifying youth groups, firstly by the government and then, in a far more visible manner, through differentiated diplomas.

Another factor is relatively comparable in the two countries. The BEP, was introduced to enable young people to acquire a wider range of skills than is possible under the CAP system, which is more specialized. This is, moreover, an interesting feature of the French system. However, one tendency is becoming more common: taking a CAP first and then a BEP, or even going on after these two diplomas to higher technological training.[4] This process, designed to broaden the choice of careers through the acquisition of higher level diplomas, which are assumed to be more directly useful on the labour market, is roughly comparable to acquiring skills in successive dual training courses in the Federal Republic. But — and the difference here is fundamental — French diplomas correspond mainly to theoretical levels of training: for example, the CAP pass rate for candidates is only 55%. The growing tendency to prolong education and initial training,[12] mainly to the *baccalauréat* or *Abitur*, also helps to defer the time at which young people start employment, thus reducing the percentage of young people registered as unemployed in both countries.

The strategies of the bodies involved and the role of the law

One of the main concerns of any country is so to organize the management of manpower that as many people as possible have a job — a problem of manpower flow — and young people are adequately trained — a problem of employability. In this respect, there are probably more similarities than differences between the two countries.[13] The concerns of employers and unions may not, however, coincide. There may be some contradiction between setting up various forms of training that are likely to lead to a job, in other words differentiated training, and union concern for equal opportunities. Similarly, the government's concern for full employment does not necessarily coincide with the employer's need to make a profit.

The main difference lies in the strategies adopted by the parties concerned, whether in the form consultation takes or in the ways the law is used. The high degree of concerted action that prevails in decisions on vocational training in the Federal Republic contrasts sharply with the French Government's position in training. Training in France is backed, on the other hand, by more measures in the 'private law' regulation of companies, at least in social matters. The greater autonomy enjoyed by German employers also corresponds to a clear-cut distinction between private law (of companies) and the law of collective labour relations, whereas in France civil law and labour law are still closely interdependent, creating many ambiguities — but that is another matter. Nevertheless, one paradox should be pointed out: despite its dominance, the French Government has less control over the way the labour market is organized than the government in Germany, where there are more instances of intervention, especially by the unions.

In the Federal Republic employers prefer, particularly where vocational training is concerned to reach agreement with the unions rather than to allow government intervention, despite the cost of training which is high for certain companies. The Federation of German Trade Unions (DGB) for instance, considers that 'the principle of consensus is not always the optimum solution ... but it is one of the best at our disposal'.[14] The c. ,ployers' belief in the superiority of dual training is based primarily on financial criteria, i.e. the equalization of the

conditions of competition among firms in the same sector, easier mobility within a given sector and the higher productivity achieved by young people as soon as they start work with a company. For employers, therefore, the essential point is that training is based on the labour market within the company and within the sector.[15] This is also why they are opposed to the 'foundation year' of inter-company vocational training for all in the school, which was introduced in the 1970s. It is one of the main points of disagreement with the unions, who feel that this foundation year may lead to greater equality of opportunities and help to establish broader skills that can be put to better use on the labour market.

Although French employers[16] have pressed for a reform of apprenticeship and more alternance training, they reject dual training on the grounds of other financial criteria, the difficulty of predicting manpower needs due to economic change, and also the cost entailed in in-company training.[17] To an extent it is this last consideration put forward by the employers that is the reason for the French system having in the 1950s gone over almost entirely to the idea that training should be provided by the State education system.[1] The other factor in this trend was the view adopted by the unions: they felt that only through the public-sector education system could relative equality in training opportunities be achieved. In more recent years, fairly marked disagreements have arisen among unions concerning the foreseeable results of in-company placements and the method of using them. The Confédération Générale du Travail, which refused to sign the 1983 agreement, sees it above all as 'a means of obtaining cheap youth labour, usually to the detriment of stable jobs and without any beneficial effects for the young people themselves'. The Confédération Française Démocratique du Travail, on the other hand, was in favour, 'to avoid being caught up in fluctuations motivated mainly by the government's desire to produce immediate results in terms of unemployment figures, thus making a short-term expedient out of a measure originally designed to bring about a lasting change in the manner in which people enter working life'. These two contentions clearly show two of the major risks of French integration measures, and also two opposite ways of remedying them.

Notes

1 Tanguy L., *Les conventions Etat-patronat (1949-61)* [Agreements between State and Employers (1949-61)], in *Formation-Emploi*, July-December 1989.

2 Sengenberger W., *Struktur- und Funktionsweise von Arbeitsmärkten*, Frankfurt, Campus Verlag, 1987.

3 Work placements under different names, successive or in parallel (such as 'Granet stages', SIVP and TUC) were introduced by various measures over a 25-year period. See Elbaum M., *Les politiques d'emploi depuis 30 ans* [Employment policies for the past 30 years] *Données Sociales*, Paris, Insee, 1987.

4 Alex L., *Formation et emploi* [Training and employment], in Maruani M. & Reynaud E. (eds), *France-Allemagne: débats sur l'emploi* [France-Germany: discussions on employment], Paris, Syros, 1987.

5 The CAP — *Certificat d'aptitude professionnelle* — is a vocational skill diploma for which an average of two years' preparation is needed. A more recent innovation is the BEP — *Brevet d'études professionnelles* — which is less specialized and takes three years to obtain.

6 Méhaut P., Rose J. *et al.*, *La transition professionnelle. Les jeunes de 16 à 18 ans* [Transition to work. Young people from 16 to 18], Paris, L'Harmattan, 1987.

7 *L'entrée des jeunes dans la vie active* [Young people's entry into working life], *Economie et Statistique*, special issue, December 1988.

8 Kocka, J., *Les employés en Allemagne. 1850-1980* (French translation) [White-collar workers in Germany], Paris, EHESS, 1989.

9 See in particular the laws of 1973 and 1975 on dismissal, and the laws of 1970, 1983, etc., on the various 'atypical' forms of work.

10 Unemployment rates are significantly higher than in the Federal Republic: 17.5% for men and 26% for women in France, compared with 7.3% and 5.7% respectively in the Federal Republic (source: Unesco).

11 Belloc, B. *et al.*, *Les femmes et l'emploi* [Women and employment], *Données sociales*, Pris, Insee, 1987.

12 For the Federal Republic, see Blossfeld, H.P., *Bildungsexpansion und Berufschancen* [Prolongation of training and job opportunities], Frankfurt, Campus Verlag, 1985; *Differenzierung zwischen Kohorten und Karriere*, same publisher, 1989.

13 Campinos, M. and Grando, J., *Formation et Emploi*, July-September 1988.

14 All the points on German employers and unions have been taken from interviews by the author in 1989.

15 Lutz, B., *Arbeitsmarktstruktur und betriebliche Arbeitskräftestrategie*. Frankfurt, Campus Verlag, 1987.

16 All the points relating to French employers and unions have been taken from *Grand Angle*, ANPE, 1988, or from the discussion in Mr Bichot's report to the Conseil Economique et Social, as set out in the *Journal Officiel*, 23 June 1987.

17 The financing of vocational training is complex, involving in particular an employer's contribution paid directly to training establishments, amounting to about 1% of wage bills.

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By:

CEDEFOP

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The Petra programme

The first Community programme concerning measures to improve the preparation of young people for work and to facilitate their transition from education to working life was created by the Council Resolution of 13 December 1976 (OJ C 308, 30.12.1976, pp. 1-3).[1]

The second stage of the programme was introduced by the Council Resolution of 12 July 1982 (OJ C 193, 28.7.1982, pp. 1-2).

A number of common themes run through these early phases:

- the area of school and the world of work,
- school-industry links,
- guidance,
- school failure and early drop-out,
- in-service training of teachers and school development,
- gender equality,
- parental involvement.

A series of working documents on these themes as dealt with in Transition II are available from Ifaplan. They were again pinpointed for further action by the Council of Ministers for Education in their conclusions on the second action programme 1982-87 (OJ C 177, 6.7.1988, pp. 1-4).

Some of the above points are taken up in the Commission guidelines for the medium term: 1989-92 (Doc. COM(89) 263 final, ISBN 92-77-50847-7).

The current programme, Petra, while still pioneering the original objectives has made some radical changes to the organization and scope of the programme. Petra is officially the European action programme for the vocational training of young people and their preparation for adult and working life, which was set up by a Decision of the Council of the EC on 1 December 1987 (OJ L 346, 10.12.1987, pp. 31-33). The objective of the programme is to give all young people the chance to avail themselves of one year's (and if possible, two or more years') vocational training after their compulsory education.

Petra has two support units at European level.

For the training network and youth initiative strands:

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Fax 02-2307167

For the research strand:

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[1] The *Official Journal of the European Communities* (OJ) is published in Luxembourg by the Office for Official Publications of the EC and is available from its sales offices in the Member States — see inside back cover of this publication for addresses.
ISSN 0378-6986 (EN) (C series); ISSN 0378-6978 (EN) (L series)

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Other Community programmes for young people

Complementary to the Petra programme are two Community youth exchange programmes which serve to facilitate the free movement of young people aged between 15 and 25 within the Community.

The third joint programme to encourage the exchange of young workers within the Community was established by the Council Decision of 13 December 1984 (OJ L 331, 19.12.1984, pp. 36-38).

'Youth for Europe', an action programme for the promotion of youth exchange in the Community, was adopted by the Council Decision of 16 July 1988 (OJ L 158, 25.6.1988, pp. 42-44).

Further information is available from:

European Community Youth Exchange Bureau
Place du Luxembourg 2-3
B-1040 Brussels

Bibliographical references to published research reports

Les innovations dans l'apprentissage et la formation
Lucas A-M
Centre Inffo
In: *Actualité de la formation permanente* (Paris-la-Défense), 102 (Sept-Oct), 1989, pp. 7-16
ISSN 0397-331X
Innovations/Apprenticeship/Training systems/Economic situation/Social effects/Trade unions/Employers/Trainees/Conference reports/OECD

A synopsis report of the symposium on 'Innovations in apprenticeship and training', November 1988, organized by the OECD and the US Ministry of Labour. On the basis of the work executed within the framework of the 'Apprenticeship 2000' programme and with the consultation of experts present, the symposium provided the occasion for collective research. It facilitated an analysis of the lessons to be learned from the diverse apprenticeship practices: differences resulting from the various economies, methods of organization, socio-economic and cultural priorities of each country, and place and role of the different social partners. It also provided an examination of the directions the future development of apprenticeship and the general training of adults should take.

Interim report on the implementation of the Council Decision of 1 December 1987 concerning an action programme for **the vocational training of young people and their preparation for adult and working life**
Cologne/Brussels: Ifaplan, 1989, 60 pp. + annexes
Languages: DE, EN
Available from: Ifaplan, Square Ambiorix 32, B-1040 Brussels
Transition from school to work/Training initiatives / Training research / Youth / Post-compulsory education / Innovations / EC decision / Evaluation / Reports

The present report, required under Article 4 of the Petra Decision, deals, in Part A, with the economic and social challenges facing Member States in trying to achieve the aims of the Decision. It compares how far they had to go in order to do so, using data for 1985/86, a year before the start of the Petra programme (and the latest for which official data ere generally available). In Part B, the report, drawing on information presented by the Member States, describes and analyses the policies and strategies being used by them to achieve the aims of the Decision. Part C describes the various components of the Community-level action programme, especially the European Network of Training Partnerships. The report then concludes with a set of priority points for the future, defining ways in which the action programme can be developed to provide greater assistance to Member States in the development of their policies.

Annex B contains tables of national data on the percentages of young people involved in full-time training, apprenticeship and other part-time training courses in 1985/86.

Training network: project directory 1988
Brussels/Cologne: Ifaplan, 1989, various paginations
Languages: DE, EN, ES, FR, IT
Available from: Ifaplan, Square Ambiorix 32, B-1040 Brussels
Directories / Training initiatives/Youth/International cooperation/Transition from school to work/Pilot projects/EEC countries.

The directory describes the target group, objectives and activities of the 154 projects submitted by the Member States to participate in the Petra training initiatives network. It is intended as an initial instrument to enable interested parties find other European projects with which they can establish contact with a view to working with them. Each entry is complete with name, address and telephone number of the project coordinator. The projects fall into the following theme areas: extending the provision of vocational training; improving the quality of vocational training: improving coordination between providers of training and adapting training to new needs; improving progression to, and within, systems of vocational training; action to create better opportunities for disadvantaged youth and to improve provision in disadvantaged areas; the development and coordination of diversified forms of vocational guidance; action in rural areas; reinforcing girls' access to vocational training in industrial, technical and scientific fields.

Research strand institute directory 1989
Brussels/Nijmegen: ITS, 1989, 90 pp.
Languages: DE, EN, FR
ISBN: 90-6370-682-0
Training research/Research centres/Researchers/Directories/EEC countries

The main purpose of this directory is to inform institutes participating in the Petra research strand programme about each other and help them to identify possible partners with whom they might want to set up a research partnership. It is also meant as an information resource for those who would like to know more about the organizations participating in the first stage of the research strand programme. In the directory institutes are listed by country and the following information is provided: name, address, telephone and fax number, the name of the contact person, the research theme for which it has been nominated, background information about the institute and a short description of one or more of the projects carried out by the institute.

Youth initiative projects: progress report and project listing 1988
Brussels: Ifaplan, 1989, 64 pp.
Languages: EN, FR
Available from: Ifaplan, Square Ambiorix 32, B-1040 Brussels
Youth unemployment/Educational disadvantage / Social handicap / Youth / Training initiatives / Pilot projects / Directories / Transition from school to work / EC programmes / EEC countries

The work lists the youth initiative supported within the framework of the Petra programme. The projects are of an experimental nature and are subsidized by the European Commission. They aim to enhance the talents and energy of young people by giving them the possibility to test their ideas and solutions in situations in which they find themselves. The 191 projects fall into three categories: employment creation, introductory vocational training and young people facing difficulties. The publication includes the address and a short description of each project.

B

By:

FOREM — L'Office communautaire et régional de la formation professionnelle et de l'emploi

VDAB — Vlaamse Dienst voor Arbeidsbemiddeling en Beroepsopleiding

CIDOC — Centre intercommunautaire de documentation pour la formation professionnelle

ICODOC — Intercommunautair documentatiecentrum voor beroepsopleiding

Boulevard de l'Empereur 11, B-1000 Bruxelles, Tél. 02-513 93 20 — Ext. 1001

A. Publications

Bureau Bedrijfsadvies en Marketing vzw (BBM) — Nederlandstalig Instituut voor de Voortdurende Vorming van de Middenstand (IVVM)
Effekten-onderzoek. Ondernemersopleiding in Vlaanderen Brussels, BBM-IVVM, 1989, 158 pp.
Stevinstraat 14 — B-1040 Brussels
Research reports. Training/employment relationship. Entry into working life. Managers. Small and medium-sized enterprises. Research reports. Proposals. Région flamande. Région bruxelloise. Belgium.

The constantly changing challenges that face today's entrepreneur imply a need for regular updating. This study, commissioned by the Dutch-medium Institute for continuing training in the small-business sector (IVVM), investigates the interactions between modern entrepreneurship and training, looking in particular at the professional development of recent course graduates with a view to providing feedback to the training institute and identifying initial and further training requirements. On the basis of their conclusions the researchers make a number of recommendations.

Franssen, A., Panciera, S.
Conditions de faisabilité d'un partenariat entre l'enseignement à horaire réduit, les ASBL d'insertion socio-professionnelle et les partenaires sociaux au niveau subrégional
[Feasibility of a partnership between part-time education, socio-occupational integration agencies and the social partners at subregional level]
Louvain-la-Neuve, IST, 1989, 128 pp. + annexes, Place Montesquieu 1, B-1348 Louvain-La-Neuve.
From school to work. Alternating training. Prolongation of schooling. Young people: 16-18 years old. Educational drop-out. Entry into working life. Action research. Surveys. Région wallonne. Région bruxelloise. Belgium.

In this research report produced for the French Community's Catholic education network, the aim is to find educational bodies in society to coordinate a scheme for the alternance training of young drop-outs from school. Having assessed the experimental status of part-time education over a period of years, the researchers suggest possible forms of partnership, their status and consultation with the two sides of industry. With due regard for the respective roles of training practitioners and recent institutional changes in the subregional communities of Forem (Office communautaire et régional de l'emploi et de la formation), the authors put forward various proposals for consultation within each subregional committee's employment-training board. The proposed arrangement would be to set up a new social agency in the field dealing with the transition from education to employment; it should help to meet the social and occupational challenges posed by the entry of young people into working life in French-speaking Belgium.

Michiels, K.
Vijf jaar EDO — Een synthese van het registratieonderzoek in het experimenteel deeltijds onderwijs tijdens de periode 1984-1989
Leuven, HIVA, 1989, 95pp. ISBN 90-71712-13-6

Research reports. Entry into working life. Young people 16-18 years old. Work experience. Part-time schools. Educational statistics. ESF. Training/employment relationship. Région flamande. Région bruxelloise. Belgium.

The purpose of this enrolment study was to give educational policy-makers an indication of the changing numbers in part-time schooling over the period 1984-89. It was also to show whether the young people concerned belonged to the target group and enabled an opinion to be formed on the training and work experience opportunities offered to participants in part-time schooling (types of contract, training fields, industrial sectors). The report is of immediate relevance, in the light of the discussions now underway concerning the organic regulation of part-time education.

Rea, A., Ppjetri, J., Hublet, B.
Temps de passage. Des jeunes entre l'école et l'entreprise. Trajectoires de jeunes des centres d'enseignement à horaire réduit
[The transition period. Young people moving from school to the workplace. The routes taken by young people in part-time education centres].
Brussels, Synergie, 1990, 232 pp. + annexes, Avenue d'Auderghem 63, B-1040 Brussels.
From school to work. Prolongation of schooling. Alternating training. Youth. Marginalization. Entry into working life. Curriculum. Statistics. Biographies. Samples. Questionnaires. Surveys. Région wallone. Région bruxelloise. Belgium.

This research, conducted in 1989 on a sample of 28 young people attending French community *centres à horaire réduit* (CEHR — Part-time education centres) in Belgium, was commissioned by the Minister for Education and Scientific Research and funded by the King Baudouin Foundation. The first part concentrates on young people, school and employment. A sociological analysis throws light on the restructuring of initial vocational training under the provision for part-time compulsory education and as a result of newly introduced measures. The second part of the report sets out the statistics on groups of young people attending this kind of education, with a review of curricula and part-time work at the workplace. In the third part of the study, the authors examine the social itineraries of pupils/trainees and the concept of alternance training, in the light of a very detailed sample survey. They discuss young people in their socio-economic and family contexts, school histories, part-time education centres, the school and vocational qualifications. The report provides information and a better understanding of the practices and ideas of young people attending alternance schemes, sometimes erroneously regarded as being marginalized on the school and labour markets.

B. Ongoing research projects

1. Transition from school to work of young people completing prevocational secondary education and small-business training

Name, Institution: Study carried out by Denys Jan, Hoger Instituut voor de Arbeid (HIVA), E. van Evenstraat 2E, B-3000 Leuven, 016/28 33 18.

Objective: This study charts young people's transition from education to employment, focusing on what happens to them in the first 10 months of their new career. The questions considered are as follows. Do the young people find work, do they remain unemployed, or do they simply stay at home? What kind of work do they find, and is it related to the course they have followed? How do they find work? Do they use formal or informal channels? Finally, the study looks at young people's plans for the future. Are they satisfied with their job, or are they looking round for something else, and what factors are associated with their satisfaction or otherwise? The study aims to improve our picture of the transition from school to work, thereby providing a factual basis for evaluating current provision for prevocational education.

Availability of information: The following reports are already available: *De afgestudeerden van het technischen beroepssecundair onderwijs in het arrondissement Leuven* [Graduates of technical and vocational secondary education in the district of Leuven], Leuven, HIVA, 1989, 51pp.; *De leerjongeren in het arrondissement Leuven* [Young people in training in the district of Leuven], Leuven, HIVA, 1990, 31pp. Other reports will become available in the course of 1991.

Commissioning body: Leuvens Overlegplatform onderwijsarbeit

2. ESF project: Alternating training for those in compulsory part-time education in Flanders

Name, Institution: The study was carried out by Mia Douterlungne, Hoger Instituut voor de Arbeid (HIVA), E. van Evenstraat 2E, B-3000 Leuven.

Objective: Evaluation of the ESF project 'Alternating training for those in compulsory part-time education in Flanders', where the aim is to promote the training and employment of young people in experimental part-time education (EDO). For a period of one or more school years young people in part-time education are placed in employment and receive on-the-job training in conjunction with their school-based training. The study comprises six parts: details of participating youngsters and firms; description and evaluation of alternating training by the young people; analysis of employment results; identification of possible displacement effects; regional approach; cost/benefit study of the system.

Availability of information: The report will be available from HIVA in or around July 1990.

Commissioning body: Ministry of Education, Council for Technical and Vocational Secondary Education, European Social Fund

3. Migrants in part-time education and the role of part-time education in promoting the employment of migrant youngsters

Research team: Lieven Denolf, Adil Kutluoglu, Eftichia Zervas and Peter Kupers, under the leadership of Professor A. Martens, Department of Sociology, Leuven Catholic University, E. van Evenstraat 2C, B-3000 Leuven, 016/28 31 68.

Objective: The study investigates the extent to which the system of part-time education enhances the prospects of migrant youngsters as they enter the labour market, considering also the differences between the situation of such young people and that of Belgian youngsters.

Availability of information: The research results will be available in the second half of 1990.

Commissioning body: Office of the Minister for science policy planning in Belgium. The study of migrants in part-time education forms part of a wider study of migrants, employment and training.

DK

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Introduction

The transition from school to work has been a growing problem in Denmark in the last 15 years. Although a comprehensive careers guidance campaign is in operation, young people find it difficult to become integrated into working life, for reasons both economic and structural.

Following the economic recession in 1974, many initiatives were started under government auspices, to qualify young people for working life through increased training and education.

The introductory vocational training (EI) centres forming part of the labour market training (AMU) system have developed new types of courses which, through the careful combination of practical workshop instruction, general subjects, job-seeking and especially on-the-job training, have been very effective. The practical results indicate a growing need for a transitional stage between school and working life if the integration of young people is to be successful. In a sense, the EI centres' workshop instruction represents the 'trial jobs' of earlier times — a type of employment which has been overtaken and eliminated today by technological progress.

The new Vocational Training Reform, which comes into force on 1 January 1991, incorporates corresponding elements. It will thus be

possible to begin a vocational training course with six months' introductory schooling in which the instruction will include a large proportion of practical work in the workshop within several areas of industry, before the actual vocational training begins. Here again, the aim is to introduce the students to working life, technically and socially, to make them more competent in the selection of an occupation and to motivate them to undertake more training.

A new, wider political initiative to combat youth unemployment is expected in 1990. In general, Danish labour market policy is undergoing a transformation from a passive social security to an active labour market policy. The youth programme will be a combination of work and training provision for all young people, accompanied by a tightening-up of the concept of availability and the cycle of daily unemployment and supplementary benefits. The special support scheme for students and apprentices, the employers' student reimbursement introduced in 1977, will be one element, and particularly low pay for young people may be another, the aim being to increase the supply of jobs.

In Danish research on the problems connected with youth unemployment, interest has tended to shift in recent years from the young unemployed to the large category of long-term unemployed adults, which has been given high priority in Danish research in the last three years, particularly under the new law on the supply of work of 1988, which targets the training and qualification of unemployed people as the best means of finding employment in an occupation.

A. Publications

Skov, Poul: **Skolen i samfundet — om samarbejdet med det omgivende samfund og om elevernes udskoling.** [The school in the community — cooperation with the community around it and students' transition to adult working life]. Copenhagen: Danmarks Paedagogiske Institut, 1989. 273 pp. + supplement. (DPI NO. 1989.03). ISBN 87-7416-257-8

Out-of-school education. Educational guidance. School leaving. Transition from school to work. Society. Report. Denmark.

The 11 studies in the book cover students from schools and youth training schemes and also parents, teachers and jobs. Practical results from 35 development projects ranging from the first to the 10th school year are also described, with the emphasis on 'the school within the community'. The book points out areas in which an increased effort might usefully be considered as regards both day-to-day cooperation between the school and the community around it and the transition of students from school to adult working life.

Juhl, Søren: **Beskaeftigelses- og uddannelsesgaranti-ordninger.** [Guaranteed employment and training schemes]. Copenhagen: Socialforskningsinstituttet, 1990. 156 p. (SFI Report 90:5).

Youth unemployment. Employment creation. Right to education. Educational opportunities. Reports. Denmark.

This study shows that the guarantees of employment or education which a number of Danish local and county authorities have initiated under the *frikommuneordningen* has been a qualified success. It is very difficult to find jobs for young unemployed people in the private sector, even if employers are offered special wage subsidies. The report concludes that unemployment amongst the weakest cannot be eliminated with exceptional measures. However, at a time when jobs do not exist for everyone, it can be an aim in itself to give unemployed people an opportunity to develop themselves, become involved and learn to 'hold their heads high' in a variety of exceptional projects.

De nyuddannedes indplacering pa arbejdsmarkedet 1984-87. Udviklingen i beskaeftigelsen 1984-87 — Årgang 1987 på brancher [Placement of the newly trained in the labour market 1984-87 — Employment trend 1984-87. Year 1987 by sectors]. Copenhagen: Ministry of Education. Department of Economics and Statistics, 1989. 12 pp. + supplement.

Commercial training. Technical training. Semi-skilled workers. Educational statistics. Denmark.

The Ministry of Education keeps a continuous record of the trend of employment for newly trained people. This record serves two main purposes:

- to provide information to the training institutions conferring qualifications on how their graduates have fared;
- to serve as an additional basis for the Ministry's planning, which is carried out for and in cooperation with the institutions.

The study makes it possible not only to take stock of training and the employment situation for the newly trained, but also to relate these parameters to individual training institutions. In addition, the statistics show the position for all newly trained persons in relation to three main factors: training subjects, the employment situation and the professional associations which take care of trade-union and occupational interests for a given profession — typically with continuing and upgrading training (*dimittendforeninger*).

Dahlkvist, Vivi-Ann: **Nordiska Ministerrådets Ungdoms-projekt. Kring nya vägar att bekämpa arbetslöshet bland ungdom.** [Nordic Council of Ministers' youth project. On new ways to combat unemployment among young people]. Copenhagen: Nordisk Ministerråd, 1989. 85 pp. (NAUT-report 1989:6) ISBN 87-7303-325-1.

Youth unemployment. Youth employment. Job creation. Models. Experimentation. Scandinavia.

In 1985 the Nordic Council of Ministers adopted an action programme for economic development and full employment — *Norden i vaekst* [The growing Nordic com-

munity]. Several subject areas were discussed in this context, including the youth project.
The purpose of the project was to try out new, non-traditional ways for the young people, develop methods of guidance and improve contact between school and working life.
This final report is addressed to various bodies at local, regional and central government level which are tackling the problems connected with unemployment. The report outlines the youth project, describes work models in experimental firms and presents a list of practical ideas.

Blomsterberg, Marianne: **Skolarb-projektet. Utvärderingsrapport.** [The Skolarb project. Evaluation report]. Nordisk Ministerråd, 1989. 38 pp. + supplement.
Transition from school to work. School leaving. Working life. Vocational guidance. Reports. Scandinavia.
The Skolarb project was a development project launched by the Nordic Council of Ministers in 1984. Its aim was to develop guidance methods and to improve contact between school and work, at a time when young people need to be guided as they make the transition from school to working life. To achieve maximum coverage of the information, a network was established for the exchange of practical experience, know-how and results obtained. Information was also gathered on guidance facilities and methods in the countries of the Nordic community and on sub-projects, target groups, local labour market and training conditions and requirements. The primary objective of the project was to influence the training of the various groups who work with youth guidance, and also to influence the establishment of national guidance programmes.

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A. Recently completed research

Ganz die alten? Was Auszubildende meinen, was Auszubildende tun; Ergebnisse einer bundesweiten Repräsentativstudie
Schweikert, K.
Berlin and Bonn: Bundesinstitut für Berufsbildung (BIBB), 1989. 142 pp., ISBN 3-88555-365-1
Training research. In-plant training. Trainees. Socialization. Social behaviour. Attitude. Training effectiveness. Family. Training personnel. Federal Republic of Germany.
This study seeks to establish whether and how young people in training differ from previous generations in their attitudes, judgments and views and in their outlook on vocational training and work and on other aspects of life. In a representative, nationwide

survey about 1 000 young people in the second year of training were compared with some 300 young people who had undergone training an average of five years earlier. The representative data are joined by results of interviews with parents, vocational school teachers and trainers. The study was intitiated and financed by BIBB.

Betriebliche Ausbildung: Berufszufriedenheit und Probleme; eine bundesweite Repräsentativbefragung von Auszubildenden ab dem zweiten Lehrjahr
Hecker, U.
Berlin and Bonn: Bundesinstitut für Berufsbildung
(BIBB), 1989, 107 pp., ISBN 3-88555-376-7
Training research. In-plant training. Trainees. Transition from school to work. Career choice. Job satisfaction. Socialization. Federal Republic of Germany.
The study forms part of a representative nationwide survey of about 1 000 trainees on their attitudes towards and views on training and work and other aspects of life (see Schweikert, K.: *Ganz die alten?, op. cit.*). The analysis concentrates primarily on the in-plant training situation, beginning with such aspects of the transition from school to vocational training as career choice and the search for training places and the support and help received in these respects. This is followed by an examination of general satisfaction with the occupation chosen and the training, the shortcomings and disruptive factors that characterize the training situation and the ability of young people to cope with problems and difficulties.

'Jetzt fühle ich mich richtig als Arbeiter — jetzt fühle ich mich erwachsen': Ergebnisse aus dem Projekt 'Betriebliche Sozialisation von Auszubildenden'
Berlin and Bonn: Bundesinstitut für Berufsbildung
(BIBB), 1989, 100 pp., ISBN 3-88555-384-8

Training research. In-plant training. Socialization. Trainees. Social interaction. Quality of training. Teaching methods. Learning methods. Training standards. Federal Republic of Germany.

The study reveals, for example, that
- on the whole, the teaching of non-specific skills is not yet systematic or consistent enough,
- even where non-specific skills are consciously made training objectives, many of the trainers who are supposed to ensure these objectives are achieved have not themselves had any methodical training to this end.

The study of trainees undertaken and financed by the BIBB took the form of a longitudinal study and makes no claim to be representative. In all, 110 trainees were interviewed at least three times during their training, along with 134 training staff, most of whom were working with the trainees.

Berufswahl türkischer Jugendlicher; Entwicklung einer Konzeption für die Berufsberatung
Boos-Nünning, U.
Institut für Arbeitsmarkt- und Berufsforschung der Bundesanstalt für Arbeit: 1989, 167 pp., ISSN 0173-6574
Occupational research. Migrants' children. Career choice. Migrant women. Migrant training. Vocational counselling. Career prospects. Vocational counsellors. Family. Turkey. Federal Republic of Germany.
The study gives an overview of analyses of vocational counselling and career choice in Turkish families and reveals why, despite extensive educational and vocational counselling, special criteria and peculiarities in the process of choosing a career (e.g. involvement in the family's plans for the future) limit the range of occupations and make it difficult for it to be widened through counselling. On the basis of empirical findings, the study suggests how the guidance, counselling and media available from the Federal Institute for Labour might be adapted. The project was initiated by the Institute for Labour Market and Vocational Research and financed by the Federal Institute for Labour.

B. Continuing research projects

Qualifizierung in den ersten Berufsjahren — Die Bedeutung der Berufserfahrung für die Qualifizierungsentwicklung nach Abschluß der Ausbildung
Davids, S.; Jurisch, M.; Kloas, P.-W.; Puhlmann, A.; Selle, B., Spree, B.
Bundesinstitut für Berufsbildung (BIBB), Fehrbelliner Platz 3, 1000 Berlin 31
Training research. Skill development. Career. Employment experience. On-the-job training. Socialization. Machinery fitters/assemblers. Electricians. Dealers. Banking personnel. Industry. Federal Republic of Germany.
The research project carried out and financed by BIBB examines a period of employment that is becoming increasingly important: in terms of acquiring further skills and learning to act independently at work, the first few years of employment form an important link between initial training and institutionalized continuing training.
The project will be completed in mid-1990. The findings so far presented in the form of working papers include the following:
- In-company models and concepts for the further training of young skilled workers (July 1989: No. 3; see also *Berichte zur beruflichen Bildung*, No. 112)
- Induction and continuing training during the first few years of employment of
  - female machinery fitters (December 1989, No. 4)
  - female electricians (December 1989, No. 5)
  - wholesale and import/export traders (December 1989, No. 6)
  - banking personnel (December 1989, No. 7)
  - industrial clerks (December 1989, No. 8)

Berufs- und Bildungssituation junger Ausländer in der BRD
Berr-Kern, D.; Granato, M.; Schweikert, K.
Bundesinstitut für Berufsbildung (BIBB), Fehrbelliner Platz 3, 1000 Berlin 31
Training research. Migrant training. Education and training. Career choice. In-plant training. Working conditions. Migrant women. Research methods. Federal Republic of Germany.

The Federal Institute for Vocational Training (BIBB) is making a nationwide representative study of the employment and education of young foreigners in the Federal Republic. The study takes the form of a survey of young foreigners aged 15 to 30. The main aspects being evaluated are

- school and career choice
- career choice, vocational training, employment situation
- foreign women and girls.

Provision has also been made for nationality reports and a survey of employers' recruitment strategies. The project will probably be completed in 1992 and is being financed by the BIBB.

Wissenschaftliche Begleitung und Evaluation des Modellprojekts 'Förderband'
Schwarte, N.
Professor Norbert Schwarte, Adolf Reichweinstraße 2, 5900 Siegen
Social research. Socially handicapped persons. Adolescents. Training assistance. Industrial training. Long-term unemployment. Social integration. Federal Republic of Germany.

With the help of representative surveys and related narrative interviews with young people, both forming part of the *Förderband* pilot project, profiles of the lives of a group of particularly disadvantaged young people have been compiled. Despite all manner of promotional measures, these young people have not succeeded in escaping the void between peripheral employment and long-term unemployment. The project was carried out by the University of Siegen (Department of Education Science, Psychology and Sport Science) and was partly funded by the Federal Ministry for Youth, Family and Health. It was completed in late 1989. An unpublished final report is available.

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By:
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ΠΑΙΔΕΙΑΣ & ΘΡΗΣΚΕΥΜΑΤΩΝ
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A. Ongoing research projects

Research theme: The Greek upper secondary school (general lyceum) and the issue of youth preparation for the world of work (ongoing research financed by the Ministry of Education).

Paleocrassas S. (coordinator), Scavdi Dimitra, Rouseas Panayiotis, Tetteri Julia
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Objectives: (1) To describe and discuss the instructional objectives and the learning processes adopted by the teachers of the G.L., from the point of view of their contribution towards facilitating the integration of young people in working life. (2) To investigate the teachers' attitudes towards the issue of youth preparation for the world of work as it is related to their work in the G.L.

Research theme: Attitudes of third grade gymnasium students towards school vocational guidance as related to their personal and social characteristics (research completed).

Scavdi Dimitra, Rouseas Panayiotis, Tetteri Julia
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Objectives: To collect evaluative feedback from careers education programmes (CEPs) from third-year pupils of lower secondary school. One of the research hypotheses was that the pupils' attitude towards the CEPs are influenced by their expectations and predictions for their own work future. The expectations and predictions in question, on the other hand, are closely linked to the pupils' scholastic achievement and their social and educational environment. It is against this hypothesis that the pupils' judgements about CEPs, as well as their needs and expectations from it, were tested.

Research theme: Employment status of technical-vocational lyceums graduates (research completed).

Dimitropoulos Vasilios, c/o Professor R. Fakiolas, Technical University of Athens, Zografou, Athens

Objectives: To examine the employment status of lyceum graduates for the years 1980-87. It concerns the graduates of a number of schools in the Athens area and in some rural areas of the country, who did not continue into tertiary education. The sample included graduates of technical-vocational lyceums (TVLs) in a percentage of 77%. The analysis concerns the type of their employment in relation to urban or rural location, their training specialization, their sex and the problems they encountered in finding a desired job. It was found that only 15-20% of the graduates of TVLs held jobs which were relevant to the specialization they had acquired in school. There was an important differentiation regarding the kind of employment between the Athens area and the rural areas as well as between men and women in the rural areas. A comparison between graduates of general education lycea and TVLs in the rural areas shows that there is no statistically important difference in the type of their employment, while it was also observed that for both types of lyceum, 28% of the male graduates were employed or under-employed in agriculture at least for the first few years after graduation.

Research theme: Progress of the graduates of the agriculture field of technical-vocational lyceums (research ongoing, financed by the Ministry of Education).

Paleocrassas S. (coordinator), Marcopoulos Constantinos, Stavropoulos P.
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Objectives: To examine the effectiveness of the agricultural programme in the technical-vocational lyceum (TVL) with regard to the occupational status of the graduates, their progress in further training programmes at the Technological Educational Institutes (TEIs) and their fulfilling other broader aspirations that they might have. The results show that 46% of the graduates have selected to continue their studies in the TEIs. 24% of those who chose not to continue their training at the higher level are occupied in agricultural activity owned by their families. 13% work at the agricultural sector for others and 33% are unemployed. All graduates assessed the practical training component of their programme in the TVL as marginal. On the other hand, those graduates who continued their studies in the TEIs found the programme of the TVL insufficient with regard to the general educational component, and especially with regard to the subject of chemistry.

Research theme: Mechanisms for the response of the technical-vocational education (TVE) system to the requirements for new skills and occupations (research ongoing, financed by Petra/Ministry of Education).

Papatheodosiou Th. (coordinator), Kotsakis V., Konstantara A., Tsimpoukis A., and others
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Objectives: To assess the effectiveness (external efficiency) of the technical-vocational education (TEI) system with regard to the employability of the graduates.

Research theme: Trends in the student flow of vocational education (research ongoing, financed by Petra/Ministry of Education).

Papatheodosiou Th. (coordinator), Kazazis I., Iliopoulos G., Stavrou S., and others
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Objectives: To assess the demand for training as related to the effectiveness of the overall vocational education system.

B. Bibliography

Skavdi D., Rouseas P., Tetteri J.
Οι στάσεις των μαθητών της τρίτης γυμνασίου απέναντι στον σχολικό επαγγελματικό προσανατολισμό σε σχέση με τα ατομικά και κοινωνικά χαρακτηριστικά τους: Αποτελέσματα μιας εμπειρικής έρευνας

[Attitudes of third grade gymnasium students toward school vocational guidence in relation to their personel and social characteristics. Results of an empirical study]

Εκπαίδευση και επάγγελμα 1,
[Education and profession 1] 1989, pp. 39-56, bibl., tables.; (ISSN 1011-3622).
Lower secondary education/ Educational guidance/ Vocational counselling/ Vocational information/ Social environment/ Social inequality/ Social status/ Social origin/ Personality/ Career choice/ Greece
This paper draws from an empirical research study which was designed to collect evaluative feedback about careers education programmes (CEPs) from third-year pupils of lower secondary school. It provides evidence that the pupils' attitudes towards CEPs, as these attitudes are indicated in their judgments and their expectations from the CEPs, are differentiated according to their scholastic achievement, place of residence and socio-economic background.

Kasimati K.
Επιλογή επαγγέλματος: Πραγματικότητα ή μύθος;
[Career choice: reality or myth?]
National Centre for Social Research
Athens 1989 (ISBN 960-7093-06-2)
Career choice/ Career planning/ Vocational guidance/ Labour market/ Education/ Greece

The book deals with the process of choosing a career and the factors influencing this choice. These factors are shaped under the consideration of various phases, theories and facets of the micro-social (family background, social values of an individual, etc.), and the macro-social environment (labour market, educational system, career guidance).

Vretakou, V.
Ο σχολικός επαγγελματικός προσανατολισμός στην Ελλάδα
[School vocational guidance in Greece]
Editions Papazisi (in print)
Tetteri, J.; Skavdi, D.; Rouseas, P.; Koutsoukos, D.

Αξιολόγηση του σχολικού επαγγελματικού προσανατολισμού από τους μαθητές της Τρίτης Γυμνασίου! Ανάγκες και προσδοκίες τους.

(Evaluation of careers education programmes by third grade gymnasium students: needs and expectations).
Ministry of Education/pedagogical Institute (in print)

E

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A. Ongoing research projects

Name: The response of education systems to the challenge of youth unemployment: strategies adopted in Europe to mitigate the effects of youth unemployment within education systems.
Author: Pedro Garcia, Francesc
Institution: Universidad Nacional de Educación a Distancia (UNED)
Funding: Centro de Investigación y Documentación Educativa (CIDE)

Name: The links between technical and vocational education and the world of work: a sociological analysis
Author: Pablos Mesa, Antonio de
Institution: Universidad Complutense, Madrid
Funding: Centro de Investigación y Documentación Educativa (CIDE)

Name: Demand for university graduates in Asturias around the year 2000
Author: Blanco Sánchez, Baldomero
Institution: University of Oviedo
Funding: Centro de Investigación y Documentación Educativa (CIDE)

The **Petra programme** includes cooperative research. Each country had to choose four projects relating to five subjects:

1. national responses to the evaluation of vocational training needs;
2. methods of channelling trends in participation in vocational education;
3. improving vocational training programmes for youngsters leaving school with poor or no qualifications;
4. improving the training of trainers;
5. improving the development of new vocational guidance models.

Spain opted for subjects 1, 2, 3 and 4. The responsible persons are as follows:

Subject 3
Don Miguel Zabalza Beraza, Departamento Didáctico y Organización Escolar, Facultad de Filosofia y Ciencias de la Educación, University of Santiago de Compostela.

Subject 4
Rosa Maria González Tirados, Instituto de Investigación de Ciencias de la Educación (ICE), Madrid, Polytechnic University.

Subject 1
Don Roberto Harrainz González, Departamento de Sociología y Ciencias Políticas, Santiago de Compostela University.

Subject 2
Don Manuel López Quero, Madrid Polytechnic University, Vice-rector and Director of the Vocational Guidance and Information Centre.

B. Published works

Formación Profesional en alternancia. Evaluación de la experiencia vasca.
Departamento de Educación, Universidades e Investigación.
Central Publications Service of the Basque Government, Bilbao, 1990, 175 pp. ISBN 84-7542-760-X.
Entry into working life. Transition from school to work. Training/employment relationship. Alternating training. Instructors. Vocational teachers. Job requirements. Trainees. Statistical analysis. Sectoral training. Practical training. Pais Vasco. Spain.
The knowledge and skills acquired by students at vocational training institutions are compared with the needs of industry; an evaluation is made of collaboration between the education system and industry in the form of alternating training. The study is divided into three main parts, following an introductory chapter describing the methodology used. The main body of the study concerns the viewpoints of the three groups covered: students, teachers working in training institutions and instructors working in industry. A final chapter presents a comparative analysis of the three groups studied and an evaluation of the effects and potential of alternating training. The study covers the Basque country.

Casal, J.; Masjuan, J.M.; Planas, J.
La inserción profesional y social de los jóvenes. Los itinerarios de transición entre los 14 y 25 años.
Instituit de Ciencies de l'Educació, Autonomous University of Barcelona, March 1989, 45 pp. ISBN 0034-8082.
Entry into working life. Youth policy. Youth employment. Youth unemployment. Transition from school to work. Statistical analysis. Young people 16-25 years old. Educational dropout. Training/employment relationship. Cataluña. Spain.
This is a preliminary report on an analysis of the routes taken by young people into working life and the problems they face. For technical and budgetary reasons it is limited to Catalonia, but the results are likely to be valid for the rest of Spain.
The methods used and the technical data collected during the study are described. An initial chapter presents the findings on transition processes in the 14-19 age group, with distinctions made between young people of the urban middle class and the industrial working class and between males and females. The second chapter focuses on the 20-25 age group: elements of transition and diversification of the processes of entry into working life.

Casal, J.; Masjuan, J.M.; Planas, J.
Educación e inserción social de las mujeres y los hombres de 25 años: Estudio, valores, expectativas y modelos de inserción.
In: Revista de Educación, Madrid, No. 190/1989, Sep./Dec., pp. 177-195. ISSN 0034-8082.
Transition from school to work. Entry into working life. Statistical analysis. Young people 16-25 years old. Urban areas. Rural areas. Educational levels. Youth. Cataluña. Spain.
A sociological study of the processes of transition to adult life through the medium of statistics. It describes the methodology used and presents the results of a comparison of the training routes followed by men and women aged 20 to 25 in different geographical areas (industrial belt, urban middle-class districts, rural areas). A number of models of the transition to adult life are established, and data on the situation of 25-year-olds, based on the combination of their employment, position, education and domestic work, are presented. The study concludes with an indication of the young people's expectations as regards the achievement of their employment, family, social goals by the age of 30.

Casa i Ballester, J.
El primer Lloc de Treball. Observacions sobre el pas de l'escola a la vida activa.
In: Perspectiva Escolar No. 137, September 1989, pp. 2-7. ISBN 0210-2331.
Transition from school to work. Entry into working life. Youth employment. Youth unemployment. Local government. Spain.
A discussion of the changes affecting the traditional models for the transition from school to working life. Data on the integration of young people into working life and on the types of work they do are presented.

Informe juventud en España 1988
Ministry of Social Affairs — Institute of Youth, Madrid. Institute of Youth 1989, 360 pp. ISBN 84-85961-41-2.
Youth. Youth employment. Youth unemployment. Leisure. Demography. Statistical analysis. Family. Hours of work. Education and training. Schooling. Young workers. Students. Culture. Spain.

The report revises and updates information published four years ago. After analysing recent and predicted changes in the population of young people, the report considers the process by which they become independent of their family. The next chapter analyses how young people use their time and thus the structure of their daily life. It goes on to analyse the distribution of leisure time and involvement in cultural activities. Also covered are economic activity, academic work and domestic work. The appendices describe the methodology of the survey and the questionnaire used.

F

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Research on the transition of young people to employment in France

Human resources

José Rose and Philippe Mehaut, GREE (Groupe de Recherche sur l'Education et l'Emploi), Faculté des Lettres, 23 Boulevard Albert 1er, BP 3397, 54015 Nancy, Tel. 83 96 53 56.

Jean-Charles Lagree, CRIT (Centre de Recherches Interdisciplinaires sur les Transformations Sociales), Iresco (Institut de Recherches sur les Sociétés Contemporaines), 39-61 rue Pouchet, 75017 Paris, Tel.: 45 25 10 25.

Olivier Galland — Centre de Recherche 'Travail et Société', University of Paris IX Dauphine, Place du Maréchal-de-Lattre-de-Tassigny, 75775 Paris Cedex 16, Tel.: 45 05 14 10.

Claude Dubar, Lastree (Laboratoire de Sociologie du Travail, de l'Education et de l'Emploi), University of Lille I, 59655 Villeneuve d'Ascq Cedex, Tel.: 20 43 43 43.

IREP-D, Institut de Recherche Economique et de Planification), 135, Cours Berriot, BP 47X, F-38640 Grenoble.

Pirttem, Programme Interdisciplinaire de Recherche sur la Technologie, le Travail, l'Emploi et les Modes de Vie, Conseil National des Recherches Scientifiques (CNRS), 15, Quai Anatole France, 75700 Paris.

Bibliographical references

Paul Bouffartigue, Jean-Charles Lagree, José Rose
Jeune, de l'emploi aux modes de vie: point de vue sur un champ de recherche [Youth, from employment to life styles: viewpoint on a field of research], in *Formation Emploi*, No 26, 1989, pp. 63-78, ISSN 0759-6340.
Social sciences. Young people: 16-25 years old. Entry into working life. Life styles. France.
Covering the past 10 years, this article is a review of French social science research on the employment and life styles of young people. It analyses the special features of this field of research and discusses the concept of youth and criticism of youth, the idea of entry into working life, its limitations and new research trends.

Jean-Charles I agree; Paula Lew-Fai (coordinators)
Jeunes et chômeurs: chômage et recomposition sociale en France, en Italie et en Grande-Bretagne [Young people and the unemployed: unemployment and social recomposition in France, Italy and Britain].
Paris: Presses du CNRS, 1989, 227 pp., ISBN 2-87682-025-0
Young people: 16-25 years old. Unemployment. Sociology. Surveys. Italy. United Kingdom. France.
France, Italy and Britain have been hard hit by youth unemployment following the crises of the 1970s. The authors review trends in the three countries, citing statistics in support. They pinpoint specific features: rise in temporary employment, continuation of inequalities between the sexes, downgrading of diplomas and the effects on changing life styles.

Lastree — Claude Dubar *et al.*
L'autre jeunesse: des jeunes sans diplôme dans un dispositif de socialisation [The other youth: young people without qualifications in a socialization measure].
Lille: Presses Universitaires de Lille, 1987, 263 pp,
ISBN 2-85939-329-6.
Young people: 16-25 years old. Entry into working life. Employment programme. Nord-Pas-de-Calais. Survey. France.
This research on a group of young unemployed people in Lille is based on the observation and evaluation of youth measures in the region from 1982 to 1985. It is in three parts: analysis of successive measures from 1968 to 1985 and their effects; social, scholastic and work itineraries; and training agencies and trainers.

Gree — Philippe Mehaut *et al.*
La Transition professionnelle: les jeunes de 16 à 18 ans [The transition from school to work: young people aged 16 to 18].
Paris: Harmattan, 1987, 198 pp., ISBN 2-85802-863 X.
Young people: 16-25 years old. Entry into working life. Employment programme. Lorraine. France.
A team of research workers from the Groupe de Recherche sur l'Education et l'Emploi has evaluated official policy on the integration of young people into working life. The analysis is based on observation of the measures taken by the authorities, including a study of agreements with employers on the provision of jobs, evaluation of both national and regional measures for the 16 to 19 age group. A list of regional evaluation reports is given in an annex.

Alain Vulbeau
Guide des politiques de la jeunesse: paysages, dispositifs, références [Guide to youth policies: the general scene, measures, references]
Paris: Syros/Alternatives, 1990, 179 pp.,
ISBN-2-86738-460-5.
Youth policy. France.
A thematic approach to the main public measures in support of young people, education, health, accommodation, the law, employment, culture, leisure and social life. This guide gives particulars of objectives, resources, beneficiaries, diagnosis and the legal framework. It also covers local schemes and the principal Council of Europe and EEC measures.

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A. Recent research reports

School-leavers survey — Five years later

A considerable amount of information was gathered during the 1980s on the early labour market experience of school-leavers in Ireland, and the integration of young people into working life. Much of this information became available through the Department of Labour annual school-leavers survey.

'The school-leavers survey — Five years later' report, covers a group of about 2 000 1981/82 school-leavers who were surveyed first in May 1983 one year after leaving school. They were re-interviewed in 1984 and for the second time, together with an additional 500 third-level entrants, in 1987, five and a half years after they had left school.

In 1987, 56% of the 1982 school-leavers were employed in Ireland, 22% were living abroad, 15% were unemployed, 4% were unavailable for work and 3% were in full-time education. Thirty-six percent of those who left school with no educational qualifications were unemployed compared to 9% among those with Leaving Certificate or higher qualifications.

Among those employed in Ireland, the sectoral distribution indicated that both industry and distribution sectors provided most of the jobs. Differences existed in the occupational distribution of males and females caused partially, but not exclusively, by qualification-level differences.

There was an increase among males working in non-manual jobs, such as public administration, since the last survey, particularly among the better qualified. For females, the 1987 survey showed little change from 1984, with the majority still employed in non-manual occupations.

There was a strong relationship between unemployment and qualification levels, with a much greater risk of unemployment among the lesser qualified school-leavers.

The survey was commissioned by the Youth Employment Agency (now part of FAS) and was carried out by the Survey Unit of the Economic and Social Research Institute. The report presents the main results of the survey. Further, more detailed studies of certain aspects of the survey results are being conducted by the Economic and Social Research Institute (ESRI) Dublin 4.

The 'School-leavers survey — Five years later' report was produced by Sile Mullin of Planning and Research, FAS — the Training and Employment Authority, PO Box 456, 27/33 Upper Baggot Street, Dublin 4. Telephone 685777.

Report on the second year of implementation of the social guarantee for young people
(November 1987) Youth Employment Agency (now FAS) Box 456, Baggot Court, Dublin 4

School-leavers/Transition from school to work/Training programmes/Youth unemployment/Ireland.
This report contains the results of the Social Guarantee process over the 12-month period to June 1987. From the results it is clear that the guarantee, in its second year of operation, achieved significant progress in terms of identifying and placing early school-leavers on programmes appropriate to their needs.

First destination of award recipients in higher education (1988)
A report on the initial employment, further study and training patterns of certificants, diplomates and graduates. The Higher Education Authority (October 1989), 21 Fitzwilliam Square, Dublin 2. Available from Government Publications Sales Office, Molesworth Street Dublin

Initial employment/Further education/Initial training/School leaving/Transition from school to work/Ireland
The report follows the initial careers of an estimated 95% of all recipients of educational awards which are conferred after completion of full-time studies. It should be emphasized that the results of the survey represent only a snapshot picture of the initial labour market or training patterns of those leaving the Irish system of third level education.

Economic status of school-leavers, 1987
Results of a survey carried out in May/June 1988 by the Department of Labour. Manpower Policy/Information Section of the Department of Labour, Mespil Road, Dublin 4

Youth / School leaving / Labour market / Transition from school to work / Career prospects / Ireland
This report contains the main results of the Department of Labour's survey of the career paths of second level school-leavers from the 1986-87 school year. One year elapsed before conducting the survey in May/June 1988 and allowed a more settled picture to emerge in relation to school-leavers entering into the labour market or continuing in further education.

Beyond school. European Community action programme on the transition of young people from education to working life
The Irish Pilot Projects — Published by CDVEC Curriculum Development Unit (1988), 28 Westland Row, Trinity College, Dublin 2

Youth unemployment / Vocational training / Resolutions / Transition from school to working life / Reports / Ireland
The second action programme on transition from education to adult and working life was established under the terms of a resolution of the Council of the European Communities and the Ministers for Education meeting in July 1982. A network of 30 projects was formed of which 3 were located in Ireland. This report is one of a number of publications produced in the final year of the action programme and designed to broaden the base of participation in, and knowlegde of the interventions developed by the Irish projects.

B. Journal articles

'The new worker, younger and lower paid'
Cover story. *Business and finance*, 17 November 1988, pp. 10-13
Publishers: Betenos Publications Ltd, 50 Fitzwilliam Sq, Dublin 2

Employment / Education / Economy / Labour / Economic policy / Young workers / Transition from school to work / Ireland
This article discusses the trend, within the banking arena, the Gardai and Aer Lingus, towards recruiting younger beginners into employment at lower pay and lower academic standards. The trend is seen from different viewpoints in the article as a form of job creation or youth exploitation.

'Wages, sex discrimination and the Irish labour market for young workers'
Barry Reilly, University of Warwick
The economic and social review, Vol. 18, No 4, July 1987, pp. 271-305

Economic and Social Studies,
4 Burlington Rd, Dublin 4
Wage structure / Sex discrimination / Labour / Young workers / Transition from school to work / Employment surveys / Ireland
The purpose of this study is to analyse some of the determinants of wages at the individual level in the Irish youth labour market. The emphasis is on young workers using a data set derived from a national survey.

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Ongoing research projects

Instroomproject schoolverlaters informatiseringsberoepen
[Preparing school-leavers for computer-related jobs] (ISI) National project management: S. Keep, CIBB (Centrum voor de Innovatie van Beroepsonderwijs Bedrijfsleven), Postbus 1585, 5200 BP 's-Hertogenbosch. Tel. 073 124011.
This project, which was initiated by the Ministries of Education, Employment and Economic Affairs, was concerned with the movement of school-leavers into computer-related jobs. It involved the establishment and im-

plementation of practical training courses for school-leavers and young unemployed people with the aim of preparing them for lower- and intermediate-level jobs in the computer field. The project had four principal goals:
1. to meet the need for intermediate qualifications in the computer field;
2. to counter youth unemployment;
3. to promote equal opportunities, notably the advancement of women and girls;
4. to strengthen the apprenticeship system.
The project got under way in September 1985 with the first half-yearly intake of course participants; the eighth and last cohort joined in February 1989. National coordination is the responsibility of the CIBB and Ecabo, the national body concerned with apprentice training in bookkeeping and administration; Ecabo is specifically responsible for course content, materials and examinations.
The following courses have been offered:
in 1985: Assistant, microcomputers; Applications programmer, Basic or Cobol
in 1987: Applications programmer, Pascal; Assistant, management logistics; Assistant, industrial computerization

The enrolment target was 15 000; in the event 14 730 participants received training.
The goal of 50% female participation was not achieved; only 27.4% of course participants were female.
The proportion of participants who left without completing the course was 12.9%.
The main findings regarding employment are as follows:

- 70-80% of participants have found paid jobs, in almost all cases full-time;
- most were able to begin work immediately;
- over 80% are working in industry, one in five through an agency. A quarter found employment in the firm where they received work experience;
- 60% are in small or medium-sized enterprises;
- the employment prospects of female course participants are better than those of their male counterparts;
- relatively more girls make use of peripheral hardware at work, carrying out fewer specific computer tasks than boys. Boys are more likely to be involved in programming.

The final report on the project is due for publication in June 1990. The courses are being continued in the Online project in the regular apprenticeship framework (Online is an acronym meaning: apprenticeship development — computer courses — Ecabo).

Bedrijfstakgewijs overleg onderwijs-bedrijfsleven (BOOB)
[Sectoral consultations between education and industry]
CIBB, R.P.M. van Mechelen, Postbus 1585, NL-5200 BP 's-Hertogenbosch. Tel. 073 124011, Fax 073 123425.
SLO, J.G.M. Mistrate Haarhuis, Postbus 2041, NL-7500 CA Enschede. Tel. 053 840393, Fax 053 307692.

Over the next few years the courses which constitute intermediate (post-16) vocational education will be geared more closely to the needs of the labour market. This is expected to be the result of the sectoral consultations between education and industry (BOOB) initiated in 1985 following discussions involving government, both sides of industry and the world of education. One of the conclusions reached in the course of those discussions was that organized industry should have joint responsibility for vocational education from the start. One effect will be that youngsters will be better prepared for their entry into employment, thus facilitating transition and reducing youth unemployment.

OOVO working group
The conclusions reached in the discussions were considered by the Secondary Education Consultative Commitee (OOVO), a body which advises the Minister of Education. An OOVO-based working group which began work in 1987 has since produced a document listing the occupational sectors in which consultative bodies are needed, together with a paper setting out the criteria which such bodies must meet to be eligible for recognition and funding. Consultative bodies currently exist in the following areas:
retailing
hotel and catering
civil engineering
construction
electrical trades
installation technology
process technology
vehicle technology
hairdressing and beauty treatment
sports and movement
graphics
painting/window-dressing
tourism and leisure
bookkeeping and administration
labour affairs and personnel policy
health and welfare
fashion and clothing
maritime
banking

Functions of the BOOB working groups

The consultative bodies' functions are:
1. to develop proposals and recommendations aimed at helping training to meet industry's needs;
2. to monitor and list training needs;
3. in particular, to develop training profiles on the basis of occupational profiles;
4. to maintain occupational profiles (= training targets) by collecting relevant qualitative and quantitative data.

Scope and composition

The consultations focus principally on full-time vocational education. The composition of the consultative bodies is based on parity (equal representation) between educational organizations and industry.

Research organizations

Contactcentrum onderwijs arbeid rijndelta (COA Rijndelta)
[Rhine Delta Contact Centre for Education and Employment]
Project: Work familiarization for young people
P.L.J.M. Schings, J. J. Rutjes. COA-Rijndelta, Postbus 21813, 3001 AV Rotterdam. Tel. 010 433 1744.

This project, which forms part of the second Community action programme, Transition II, was launched in 1983. Its aim is to improve young people's preparation for the transition from school to work and adult life. An important project theme has been the development of a transferable programme.
The work-familiarization programmes are designed to enable trainees to gain an understanding of employment and labour relations by acquiring knowledge and experience in a firm or other institution. The programmes comprise:
- a preparatory period,
- an out-of-school work week,
- an in-school period during which work experience can be digested.

A number of studies have been carried out as part of the project:
1. a study of early school-leavers,
2. a study of firm's perceptions of the project and into the quality of the work-experience placements offered,
3. a study of participants' aspirations and appreciation of the project.

Organisatie voor strategisch arbeidsmarktonderzoek (OSA)
[Strategic labour-market research organization]
Sectoral training policies in the metal and electrical industries: development and structure
Study carried out by B. Hövels, I. Geurts and J. van Wel of the Institute of Applied Social Science.
The importance of sectoral training policies has increasingly been recognized, thanks in part to rising youth unemployment, the dwindling supply of training places and jobs and concern about industry's future needs for trained personnel. Considerable efforts are being made to gear mainstream education to industry's changing qualitative and quantitative needs with a view to improving the match between training and employment.
The OSA has looked at ways of achieving this goal through a strategy of flexibility, the underlying assumption being that intermediate training facilities (all types of job-related training between mainstream vocational education and the labour market) are a more effective and efficient response to changes in employment than changes to mainstream education itself. Improving the relationship between education and employment requires the coordination of three systems: mainstream vocational education, intermediate training facilities and the world of employment. Organizational preconditions include regular contacts between education, industry and government and some decentralization of public policy on vocational education and training.

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The workforce of a nation must contain young employees to ensure its development in the future. Vocational colleges were introduced in January 1989 (Decree-Law 26/89) with the object of providing young people who have had nine years' education with vocational qualifications to assist them to enter the world of work and obtain apprenticeships, especially in the new pre-apprenticeship system, which gives young people who have not completed compulsory education an opportunity of preparing for working life. These conditions, which are necessary to facilitate their entry into working life, form one of the essential elements of the vocational training and employment policy in Portugal. With this objective in mind a number of measures are being implemented: their results, although satisfactory, only partly resolve the problems of youth employment.

The Government is therefore endeavouring to find new approaches and new solutions, both at home and at Community level, and taking part in Community programmes in this field.

Policies adopted at national level

Programmes for young people entering working life

The three-year **youth temporary employment programme** (OTJ) (Council of Ministers Resolution No 16/86 of 6 February) indicated the need for a programme to enable a higher proportion of young people to enter working life. This was the **programme for the introduction of young people into working life** (Ijovip) (SEEFP Communication 6/89 of 23 February), the object of which was to prepare young people to adapt more easily to work activities and to provide employers with workers with vocational qualifications.

Young unemployed workers will be able to take part in the Ijovip programme. They must be registered at employment centres, and priority will be given to those who are aged between 18 and 25 at the time the programme begins, have left the official education system and are seeking their first employment.

Private non-profit making enterprises and enterprises which show an interest and comply with the conditions of participations, i.e. that they propose to take on some or all the young people who have served apprenticeships in their organizations, may benefit from the programme.

As a result of a cooperation agreement between the Institute of Employment and Vocational Training (IEFP) and the enterprises concerned, in addition to an apprenticeship period in an enterprise in the initial stage, the programme provides young people with theoretical and practical training for a minimum of 100 hours.

From the start and throughout the programme a young trainee is paid a monthly grant equivalent to the minimum national wage for the activity concerned.

The relationship between a young person and an enterprise will be subject to an apprenticeship contract to be drawn up according to a model defined by the IEFP, which will meet at least 75% of the costs of the programme.

The seminar held on 20 November 1989 to assess the Ijovip programme, during which the aspects of the programme it was intended to improve were presented, was a great success.

These measures included the introduction of the **young technicians for industry project,** which was sponsored by LNETI, IAPMEI, IEFP and the Office of the Ministry of Youth. This is basically a training project for the holders of diplomas and the baccalaureate entering working life, but it has the equally important objective of making up for the shortage of trained employees in industry.

Employment opportunities bureaux — GASP

The principal objective of the **employment opportunities bureaux,** which were set up under an agreement between the Ministry of Youth and students' associations of various universities, is to create opportunities for employment and apprenticeship and to consolidate the theoretical knowledge of newly qualified students by putting it into practice.

Eleven employment opportunities bureaux have been formed since 1988. They have improved the link between schools and enterprises by providing activities which enable young people to enter working life. The bureaux are to be found in students' associations of the Universities of Minho, Evora, Oporto (Engineering College, faculties of engineering, medicine, pharmacy, psychology and education science, law, economics and science), the Academic Association of Coimbra and the students' associations of the Universities of Trás-os-Montes and Aveiro.

Careers Office (OEVA)

The Careers Office for young people was set up by the Ministry of Education and the Ministry of Employment and Social Security with the following objectives:

(a) to obtain detailed up-to-date information on the entry of young people into working life, particularly in respect of the relationship between training received and qualification required for access to employment and development of a vocational career;

(b) to study the effect of the education reforms;

(c) to establish a study and investigation programme to contribute towards an understanding of the situations under discussion.

To this end, a survey was carried out on young people who had received training in the various training systems and on the firms that had employed them.

The following information was obtained after processing the results of the surveys:

- students' opinions on the contents of the programmes and the functioning of the educational establishments;
- the form of access to first employment and its appropriateness to the training received;

■ the training received after initial training and the studies undertaken, their duration and the level achieved;

■ vocational and geographical mobility in the first years of working life;

■ wages and working conditions;

■ the content of training and employment;

■ the competition between different training systems for the same job.

Studies to be undertaken on the basis of this information will help to:

(a) enable qualifications acquired to be compared with qualifications required, thus assisting in the preparation of curricula and the establishment of a catalogue of certificate levels;

(b) improve information needed for education and vocational counselling;

(c) assess the effect of education reforms on quality and assist the departments and decision-making centres in the reformulation of the education and employment policies.

OEVA has also been responsible for surveys of students who leave the education system after the ninth year, students who leave after the 12th year, holders of certificates for vocational courses and technical vocational courses, holders of agricultural college diplomas and all trainees from direct and participative management centres nine months after the completion of training.

Two surveys are currently being undertaken, one of certificate holders from the 1988 apprenticeship system and the other of enterprises which took on graduates of vocational training courses.

The general conclusion drawn from the surveys so far carried out is that young people who attended vocational training courses, either in or outside the system, entered working life sooner and better equipped than those who left the education system with only general training.

Community policy — Portugal and the Petra programme

The social dimension of the 1992 single market depends largely on the skill level of qualification of its human resources.

It is recognized that, as a result of the low standards of education and training in the country, Portugal has certain disadvantages in this field. It is therefore important to make use of the opportunities offered by the Petra programme, which in Portugal's case will:

1. lead to the implementation of projects which help to resolve basic questions relating to education and initial vocational training, such as the improvement of the quality of training (improvement of programme contents, teaching materials, equipment and trainers), the assessment and certification of training, improvement of itineraries and elimination of barriers between different training systems

2. ensure that priority is given to projects in disadvantaged areas where little training is available and to projects for disadvantaged young people

3. prevent projects from being fragmented, dispersed or selective, terminating after two years' participation in the programme, and ensure that priority is given to projects which are innovative and tend to have a multiplier effect

4. result in close links being maintained with other national and Community programmes, particularly those of the ESF, with a view to designing a policy of integrated training which will enable potentials to be maximized and avoid duplication or wastage of resources.

These objectives can be achieved provided that national priorities in the education/vocational training field are linked to Community policies.

Bibliography

Cardoso, M. Luisa Pombo
Que saída para os jovens com o 9º ano?
Lisbon, *Emprego e Formação*, IEFP, No 10, 1990, pp. 25-30
Entry into working life. Youth employment. School-enterprise relationship. Training-employment relationship. Vocational guidance. Portugal.

Young people of today are faced with an increasingly long period between leaving school and entry into working life. The lack of vocational training is the reason for much of the unemployment among the young. Education and training are vital factors for the preparation of youth for the future. The training-employment relationship is very complex. The Careers Office (OEVA) endeavours to improve understanding of this relationship. This publication presents the findings of an OEVA survey of the entry into working life of young people who left school after the ninth year.

Figueiredo, Isaura
OTJ/88 — Programa national integrou mais de 23 mil jovens Lisbon, Emprego e Formação, IEFP, No 10, 1990, pp. 65-70
Entry into working life. Youth employment. Labour market. Portugal.

The aim of the OTJ/88 programme (Resolution of the Council of Ministers, No 4/88 of 2 February — First series) was (as was the 1987 programme) to place young people (18 to 25) in direct contact with the world of work, thus giving them experience with a view to their entry into working life. The programme was divided into three stages with activities in various fields. It culminated with a project designed to assess the results of the different aspects of the programme. To this end, the project documents approved were used with two surveys, conducted immediately after the programme, of the enterprises and young people involved. The findings are presented in this article.

Coelho, M. Teresa; Florencio, Carlos Borges
Jovens para a Europa: uma experiência — Jovens técnicos para a Indústria
Entry into working life. Training-employment relationship. Youth. Industrial training. Training policy. Portugal.

The training programme, which was designed as part of the specific industrial development programme for Portugal (Pedip), includes measures geared to the training of young people and their entry into working life. One of the most significant is the young technicians for industry project. This brochure explains the project, presents the results so far and describes the most important aspects of a comparative analysis of the results. Finally, and of the utmost importance for an assessment of the project, it gives conclusions from the angle of both the enterprises and the young people.

Felix, António Bagão
Intervenção do Secretário de Estado do Emprego e Formação Profissional, Dr. António Bagão Félix no encerramento do seminário de avaliação do Programa de Formação de Jovens na Vida Profissional — Ijovip. Lisbon, SEEFP. 1999. 6 pp.
Entry into working life. Youth. Training policy. Training-employment relationship. Portugal.

The author enumerates some important features of the vocational training policy, especially aspects of initial and continuing training, apprenticeship and vocational colleges, the education and vocational training system, the training of salaried staff, etc. The publication stresses the importance of investing in the vocational training of young people and refers to programmes for the promotion of the employment and vocational training of young people seeking their first jobs, including the programme for the entry of young people into working life (Ijovip). Finally, a number of aspects to be introduced in the near future to improve the youth vocational training policies are discussed.

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A. Government initiatives

Government educational reforms and initiatives mean that schools are increasingly seeking assistance from industry. Changes to the examination system and to the school curriculum also lead schools towards employers for help with work-oriented projects. Changes to the way in which schools are managed include a requirement on governing bodies to co-opt business representatives. At the same time, two of the Government's measures to help regenerate the inner cities — Compacts and City Technology Colleges — depend on employer support.

It is government policy that all pupils aged 15 and over should have 1-2 weeks' work experience. This policy is covered by the Education (Work Experience) Act 1973. Work experience is an important part of the Technical and Vocational Education Initiative (TVEI) which began in 1983. By 1992 it is hoped that the TVEI will cover all pupils.

Compacts

Compacts are agreements between employers and local schools in which a commitment is made to provide jobs with training, or training which leads to a job, to pupils who have achieved a minimum standard. In practice, the employer's commitment often falls short of guaranteeing jobs for pupils.

The Compact operates under the auspices of the new Training and Enterprise Councils (TECs), which are currently taking over the youth training programmes. TECs are to be given funding to establish Compacts in every urban programme area, taking the total to 60.

City Technology Colleges

In October 1986 the government set out its proposals to establish a network of City Technology Colleges (CTCs) within urban areas. These are to be financed jointly by industry and the Department of Education and Science, and will be run outside the scope of local education authorities. The objective of CTCs is to widen the choice of schools available by providing a secondary education with a strong technological element. It is hoped to establish 20 colleges by 1991.

B. Recent journal articles

Major YTS changes ahead. In: *Training tomorrow*, March 1989, p. 15 (2 pages)

'Flexing YTS, is a new term surrounding the Youth Training Scheme (YTS). This article attempts to distinguish between the administrative flexibilities and the content flexibilities that are being proposed, looks at the reasons for these developments, speculates on the implications for schemes operating in areas with the early TECs and makes suggestions for further action by YTS managers.

Dickinson, M.; Erben M.: Young adults: The nature of work and vocational preparation. In: *Journal of further and higher education* 13 (1) April 1989, p. 46 (9 pages)
The problems of young adults, especially in the 16-19 age group, finding work has been characterized by various vocational preparation schemes — the most well known amongst them being the Youth Training Scheme (YTS). This article examines some of the essential and often under-theorized features characterizing the debate on unemployment. It examines popular current attitudes to work, comments on the changing ideologies of work, and a consideration of Basil Bernstien's work on the classification of work and its relevance as an explanatory framework for examining contradictions and problems in current attitudes to work and schemes to prepare young people for work.

Incomes Data Services Ltd: Industry links with schools: Study 456, April 1990
This study examines the main ways in which employers can work with schools — Compacts, work experience, work shadowing, teacher placement and City Technology Colleges.

Jones, A.: The real aims of TVEI. In: *Education* 173 (15), 14 April 1989, p. 351 (2 pages)
Training and Vocational Education Initiative (TVEI) has now been running for six years and by 1992 some 2 million students will be directly influenced by TVEI. The aims of TVEI are to equip young people with the knowledge, skills, competencies, qualifications and attitudes which they will need at work in a rapidly changing highly technological society. This article looks at a change of emphasis in the TVEI programme which focuses it even more closely on the world of work.

Jones, A.: Compacts: Early signs of success. In: *Training tomorrow* December/January 1990, p. 25 (3 pages)
Compacts were launched in March 1988. Since then education and industry in Britain have had not just the incentive, but the means, to draw closer together and forge mutually beneficial partnerships. However the benefit has been noticed most in the inner city schools, who can now steer their pupils towards tangible jobs with training and real career opportunities.

Lloyd-Jones, H.: Tailor made for TECs. In: *Training tomorrow*. December/January 1989, p. 5 (2 pages)
This article is an attempt, based on limited information, to explore the likely formal arrangements for training in England and Wales in the early 1990s. It also looks at the implications for those running, or working for, schemes presently funded through YTS.

Training Agency: Training in Britain: A study of funding, activity and attitudes. HMSO — London 1989 (99 pages)
'Training in Britain' is a wide-ranging study of vocational education and training in Britain. The main focus is on funding, activity and attitudes, but a number of other topics are also covered. The study provides the most comprehensive survey yet available of this important part of the country's economic and social life.

C. Useful addresses

Careers Research and Advisory Centre (CRAC)
Sherator House, Castle Park, Cambridge, CB3 0AX; Tel. 0223 460277.

CRAC provides courses for teachers and industrialists. It also offers two-day programmes called 'Insight into industry' for secondary school pupils in which local industry participates.

Mini-Enterprise in Schools Project
Centre for Education and Industry, University of Warwick, Westwood, Coventry, CV4 7AL; Tel. 0203 523951.

This project, formed in 1986, encourages secondary schools to offer 'mini-enterprise' activities to their pupils. These generally involve starting up and running a small business or cooperative.

National Institute for Careers Education and Counselling
Hertford Campus, Balls Park, Hertford SG13 8QF; Tel. 0992 558451.

A joint activity of CRAC and Hatfield Polytechnic. Its aim is to enhance the quality of guidance practice in educational institutions and in work and community settings, through staff development, organization development, curriculum development and research. Guidance is defined as comprising a range of processes designed to enable individuals to make informed choices and transitions related to their personal, educational and career development.

Project Trident
The Trident Trust, The Brewery, 91 Brick Lane, London E1 6QN; Tel. 071 375 0245.
The project is a charitable trust which operates work experience programmes in a number of areas. Young people who complete work experience, demonstrate community involvement and fulfil a personal challenge, can be awarded a Trident certificate.

School Curriculum Industry Partnership (SCIP)
SCIP Centre, Whitelands College, RIHE, West Hill, London, SW15 3SN; Tel. 081 780 2570.

Formed in 1978, SCIP gathers information on curriculum developments across a range of schools/industry activities. It publishes books, working papers and SCIP News, as well as having a network of LEA based coordinators.

Young Enterprise
Ewert Place, Summertown, Oxford, OX2 7BZ; Tel. 0865 311180.

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